

PD-ABm- 646
98790

MISSION-WIDE EVALUATION OF WOMEN IN DEVELOPMENT

USAID/ ZAIRE

September 26 to November 1, 1988

Dr. Jeanne Koopman Henn
Ms. Diane Russell
Ms. Dee Ann Smith
Dr. Bruce Horwith
Maitre Nlandu Mpolo Nene
Cne. Gasarabwe Mbaranga
Dr. Musindu Kanya-Ngambi
Cne. Mwema Mwadi

EXECUTIVE SUMMARY

The scope of work for the Mission-wide Evaluation of Women in Development reflects the increasing priority being accorded to gender issues both within the Agency and in Congress.

The purpose of the evaluation is threefold: (1) to identify gender-specific constraints that impede women's access to projects, (2) to assess the extent to which gender issues have been addressed in USAID/Zaire's programs and projects, and (3) to develop guidelines to aid Mission development of gender-sensitive program strategies and projects.

The WID evaluation was conducted from September 26 to November 1, 1988 by eight participants: four who conducted interviews in Kinshasa, Kikwit (Bandundu), and Kabongo (Shaba), and four who wrote annexes for the report.

Dee Ann Smith, Special Assistant to the Agency Deputy Administrator and PPC/WID, participated in the evaluation for one week; Bruce Horwith, Natural Resource Analyst PPC/WID (two weeks); Diane Russell, economic anthropologist (three weeks); and Jeanne Koopman Henn, economist and team leader (four weeks).

Maitre Nlandu, a lawyer at the Appellate Court of Kinshasa, wrote the annex on women's legal situation; Cit. Kanya-Ngambi, an educator, wrote the annex on women's access to training; Cne. Mbaranga, an agro-economist, wrote the annex on other donor's WID strategies; and Cne. Mwema Mwadi, a sociologist, wrote the annex on women in the Central Shaba Project.

Findings

The gender-specific constraints impeding Zairian women's access to project activities and benefits are of two different orders: (1) society-wide cultural and economic constraints, and (2) program and project related constraints.

Most Zairian women are farmers. They must grow most of their families' food supplies and must also sell their crops (mainly cassava) to purchase food and other family necessities on a year round basis. These responsibilities pose a gender-specific time constraint which limits women's access to project activities.

Men's responsibilities to provide family food are less binding; their agricultural activities are concentrated on cash crops and on non-agricultural work. Men's work usually takes from 6 to 9 hours per day; women's work takes 9 to 11 hours.

Women have less control over productive resources, such as land, credit, and improved planting materials, than men. Women have far less access to male labor than men have to women's labor, a constraint which can seriously limit the time women have to grow food for family consumption and market sales.

Women experience more periods of illness than men. Most alarmingly, under current conditions of widespread transmission of the human immunodeficiency virus, women's subordinate cultural position and their minimal exposure to AIDS education and prevention services limits their ability to negotiate safe sex. Rates of HIV infection in Kinshasa are 30% higher for women than for men. Women in the 15-30 age group have the highest infection rates. In Kinshasa, 7% of all pregnant women are infected.

In the past, women's access to project activities and benefits has been constrained by an inadequate analysis of gender issues in project design and implementation processes. The WID evaluation team attributes this constraint to an insufficient knowledge of gender relations in rural household economies on the part of USAID personnel, technical assistance teams, and consultants. In 1988, the Mission made an impressive effort to overcome this constraint. Recently designed projects paid explicit attention to gender issues. The Central Shaba Project has made excellent progress in integrating women farmers into its extension services and in hiring Zairian women on its staff.

Zairian women have less access to all levels of education and training than men. Sixty percent of rural women are illiterate. USAID/Zaire's 1981-1987 record in extending long and short-term training and project employment opportunities to women was highly unsatisfactory. Project funded training included only one woman among 92 long-term trainees. Recent efforts to involve women have resulted in considerable progress. In 1988, 11% of the Mission's long-term trainees are women.

Recommendations

The Mission's impact assessment of structural adjustment policies should include gender-specific indicators.

The Mission should coordinate its health and agricultural impact research to better assess the impact of agricultural projects on nutrition and health and the impact of health interventions on gender-specific productivity and incomes. The Mission's research committee has already begun this process.

ARD and the research committee should develop a series of papers describing the basic gender relations in the rural economies of Bandundu and Shaba regions. These papers should be used to orient all project design, technical assistance, and

evaluation teams. The interaction of women's and men's economic and domestic roles must be clearly described with emphasis on the phenomena of separate economic responsibilities and activities, separate budgets within families, and gender-specific constraints on access to resources.

Agricultural program strategies and projects should focus simultaneously on both women's and men's crops so that both sexes gain access to improved inputs and technology. More attention should be paid to improving food processing technologies.

Impact analyses of health strategies should collect sex-disaggregated data on health status and expenditures in order to assess the impact of fee for service health services on women's and men's incomes, rather than on estimates of "family" incomes.

All project design procedures and documents should describe (1) strategies to involve women in project activities, (2) the constraints to women's participation and opportunities to overcome them, and (3) benchmarks to measure women's involvement in and benefits from project activities. If these requirements seem impossible to achieve in specific projects, an analysis of the obstacles encountered should be presented.

PIO/Ts for project design, implementation and evaluation teams should require that at least one member have expertise in gender analysis and experience in designing strategies to increase women's participation in project activities. This requirement should not involving adding an additional person to these teams. Zairian technical experts who are sensitive to the gender constraints limiting women's access to project activities and benefits should be included on design and evaluation teams.

Health sector projects should continue to incorporate educational components aimed at preventing transmission of the AIDS virus. Efforts to reach young women should be intensified.

All USAID/Zaire project training activities must increase efforts to identify women candidates for long-term as well as short-term training. Projects should also increase their efforts to employ Zairian women.

Gender-disaggregated reporting of project goals and outputs, including persons employed and trained, should be required in the semi-annual Project Implementation Reports.

The Mission should establish a WID Committee in order to develop a WID Action Plan and to insure that gender issues are adequately addressed in all project design, implementation, and evaluation procedures. The WID Committee should conduct WID training seminars for Mission and project staff.

TABLE OF CONTENTS

- I. Introduction
- II. Gender-specific Constraints Impeding Women's Access to Project Activities and Benefits
- III. Overall Mission Strategy
- IV. Project Design
- V. Project Implementation
- VI. Project Monitoring and Evaluation
- VII. Training
- VIII. Institutionalization of Gender-Sensitive Programming
- IX. Conclusion

References

Persons Interviewed

ANNEXES

- Annex I: Agency Administrator's Cable of July 8, 1988; PPC/WID draft follow up cable on Mission WID Action Plans
- Annex II: Project Descriptions and WID EValuation Team Recommendations by Diane Russell
- Annex III: Women and AIDS by Elizabeth Reid
- Annex IV: Gender-Senssitive Project and Program Impact Indicators by Jeanne Koopman Henn
- Annex V: Women's Education and USAID Training Programs: Preliminary Survey of Sex-disaggregated Data by Musindu Kanya-Ngambi
- Annex VI: Approche et Orientation des Strategies Menees pour les Femmes par les Principaux Bailleurs de Fonds au Zaire by Gasarabwe Mbaranga
- Annex VII: Droit de la Femme et Impact sur le Developpement by Maitre Nlandu

Annex VIII: Guideline Questions for the Gender Analysis of Projects

Annex IX: Rapport sur l'Integration de la Femme Comme Fermiere de Contact au Sein du Projet 105 by Mwema Mwadi

Annex X: The Life of a Zairian Woman Farmer
(Discours de Maman Malilo au Seminaire de la Condition Feminine, le 12 Fevrier 1986 a Bandari)
by Maman Malilo

MISSION-WIDE EVALUATION OF WOMEN IN DEVELOPMENT

I. Introduction

A.I.D. sponsored reviews of project design and evaluation documents have demonstrated that gender-sensitive project design, implementation and evaluation procedures increase project effectiveness in achieving stated goals, particularly goals of improving rural production, incomes and health status. Just as importantly, studies have indicated the projects which are gender-blind have been associated with negative effects, such as increasing women's labor without improving their food production or incomes, a situation which can have serious negative implications for family nutrition and welfare. (Dixon, 1980; Fortmann, 1985; Cloud, 1987)

Congressional scrutiny of the impact of A.I.D.'s activities on women is intensifying. Legislation is pending that would place more strict requirements on project design, implementation and evaluation processes.

In an July, 1988, cable, the Agency Administrator directed all Missions to develop gender-sensitive program and project design, implementation and reporting procedures. PPC/WID is drafting guidelines to help missions respond to the Administrator's directive (see Annex I).

USAID/Zaire has responded to these developments by taking several steps to improve the gender-sensitivity of its recent project design, implementation, and evaluation procedures, some of which are described in this report. An important indicator of the seriousness with which gender issues are taken by the Mission was the decision to conduct a Mission-wide WID evaluation.

The purpose of the WID evaluation was threefold: to identify gender-specific constraints that impede women's access to project activities and benefits; to assess the extent to which gender issues have been addressed in USAID/Zaire's projects and programs; and to develop guidelines to aid Mission development of gender-sensitive country and program strategies and projects.

The evaluation team had eight participants: Dee Ann Smith, Special Assistant to USAID's Deputy Administrator, who participated for one week; Bruce Horwith, Natural Resource Analyst in the PPC/WID office, who participated for two weeks; Diane Russell, an economic anthropologist with two years of research and USAID consulting experience in Zaire, who prepared background materials for the mission, participated for three weeks, and drafted the annex on individual projects; Jeanne

Koopman Henn, a development economist with eight years of rural research and university teaching experience in Africa, who led the evaluation team for four weeks and wrote the final report; Maitre Nlandu Mpolo Nene, a lawyer with the Appelate Court of Kinshasa, who wrote the annex on women and the law; Cne. Gasarawe Mbaranga, an agro-economist, who wrote the annex on the WID activities of other donors; Cne. Mwema Mwadi, a sociologist, who wrote the annex on the integration of women as contact farmers in the Central Shaba Project; and Dr. Musindu Kanya-Ngambi, an educator who wrote the annex on education and training.

During the first week of the mission, Horwith and Russell visited the Area Food and Market Development Project in Kikwit. During the second week, Smith, Horwith, Russell, Mwema Mwadi, and Henn visited the Central Shaba Project and met with women's groups in project-aided villages. During the third week Henn and Russell conducted interviews in Kinshasa, and during the fourth and fifth weeks, Henn drafted a report for discussion at a mission-wide review meeting, and produced the final report.

II. Gender-specific Constraints Impeding Women's Access to Project Activities and Benefits

The gender constraints on women's access to project benefits are of two different orders: (1) gender-specific economic and social constraints, and (2) project-related constraints.

1. Women farmers face a severe labor-time constraint.

Women's work usually takes up nine to eleven hours a day; men's work, six to eight hours. The Bandundu Small Farmer Survey of 393 households which was conducted during May-June, 1984, a period of peak men's field clearing labor and relatively low women's labor (because the harvesting of women's first season food fields was nearly completed) showed the following allocation of men's and women's labor.

MEN'S AND WOMEN'S DAILY LABOR TIMES
(Average Hours per day adjusted to represent a five day week)

	<u>Men</u>	<u>Women</u>
Agricultural work	3.2	3.4
Work with animals or fishponds	1.5	0.4
Cassava Processing	0.5	1.7
Other food processing and cooking	1.2	4.1
House building and repair	0.7	0.1
Other economic activities	2.0	0.5
TOTAL	7.1	9.7

Married rural women have a fundamental and unvarying obligation to produce, process, transport, store, and prepare the basic staples of the family diet. Men's obligations to contribute to family food supplies are much less binding and much less regular. Normally the only work men do on women's food fields is to help with field clearing.

Zairian women's efforts to feed their families and to earn the income they require to purchase household necessities results in severe overwork, a situation which has negative implications both for women's ability to participate in project activities and for women's health. Long hours spent pounding cassava and grains and carrying of heavy loads of agricultural crops, fuelwood, water are especially onerous for pregnant women and for mothers who must also carry their infants. A study conducted by Solidarity Paysanne in 1986 showed that the average weight of women's loads in the Kiringye market was 37 kilos. Men carry crops, fuelwood or water far less frequently than women. When they do it is usually with the aid of a bicycle.

2. The separation of men's and women's incomes within families limits women's ability to invest in improved agricultural inputs and tools. Men's ability to mobilize women's labor on male-controlled fields reduces the time women have available to earn income by producing market-oriented crops on their own fields.

The institutions of separate budgets, gender-specific expenditure responsibilities, and gender-specific fields are fundamental aspects of Zairian family economies. Men's fields are oriented toward the production of marketed crops. Women help their husbands produce cash crops but normally to not receive a significant share of the income from men's fields. Women's own fields are oriented toward the provision of family food supplies, but women must also market food in order to fulfill their family expenditure obligations. The production, processing and sale of cassava is rural women's primary source of income.

Women must have a reliable source of monetary income because they are socially expected to make regular expenditures on food items which cannot be self-produced, health care, soap, and children's education. Men's incomes are mainly spent on more expensive items like material for house improvements (windows, doors), clothing, bicycles, and bride prices, as well as taxes, beer, and other items consumed socially.

The Bandundu Small Farmer Study found that only 35% of men over 25 years of age cultivated their own fields whereas 82% of women over 25 cultivated their own fields. In this situation, the survey discovered that men often receive at least some of the income resulting from their wives' crop sales.

DISTRIBUTION OF FIELDS BY PERSON RECEIVING INCOME
 (Percentage of Fields)

	<u>Self</u>	<u>Spouse</u>	<u>Other Family Member</u>
Men's Fields	68%	25%	4%
Women's Fields	45%	41%	5%

(Small Farmer Study, Bandundu Region, Volume 1, p. 61)

Other studies have shown that increased levels of food production contribute most directly to improved family nutrition and to the purchase of family necessities when it is women-controlled output which is increased (Gender Information Framework, p. 3). Projects which heavily or exclusively promote male-controlled crops can have problematic implications for family nutrition. When men are encouraged to maximize their production of market-oriented crops by mobilizing "family labor" to increase output, mothers may be forced to reduce labor times on their own food fields.

Women from villages in Central Shaba told the WID evaluation team that they had stopped producing two crops of peanuts per year about 1981, the period they cited as the beginning of their husband's involvement in producing corn as a cash crop. Peanuts are an essential means for improving the nutritional value of children's meals. If women are now cultivating their multi-cropped food fields only once rather than twice a year, the pre-harvest hungry season may have been extended by several months.

3. Women have less access to and control over productive resources (land, credit, improved seeds, and labor) than men.

Projects are an important source of improved resources, but improved seeds and technology introduced by projects are most often directed at men. Women also have less access to male labor and incomes than men have to female labor and incomes. To the extent that men's ability to mobilize women's labor forces women to reduce their labor time on their own fields, women's ability to earn incomes from sales of their own produce is reduced. If projects improve women's as well as men's access to resources, women may be better able to resist their husbands' requests for unpaid labor. The Central Shaba Project's current efforts to extend project benefits to women will allow this hypothesis to be tested.

4. Women have higher illiteracy rates and less access to formal educational opportunities and project-specific training programs than men.

World Bank data shows that 62% of rural women and 32% of rural men are illiterate. Illiteracy inhibits women's ability to

plan and manage project activities and seriously limits their access to project benefits when these are primarily oriented toward literate persons. (The Central Shaba project originally required that farmer leaders be literate, a requirement which was dropped when it was discovered that it severely limited women's participation.) Special efforts are required to work with illiterate women in order to train them to better manage women-oriented group projects, such as grain mill projects.

Women have historically lagged far behind men in gaining access to education and training. Special efforts are required both to train and to employ women in order to help overcome their under-representation in technical, managerial, and policy-making positions. Even though the Mission has increased its efforts to employ qualified Zairian women on project staffs, it has until very recently failed to provide a significant number of them with long-term and short-term training. According to data provided to the WID evaluation team, women represented only 1% of USAID's long-term trainees from 1981 to 1987. There has been a significant improvement in 1988. Over 10% of USAID's current long term trainees are women. (See Annex V.)

5. Poor health and inadequate nutrition limit both women's and men's access to project activities. Here again, however, women are more vulnerable to health problems than men.

The Bandundu Small Farmer Survey found that more than one person in six reported some period of illness in the two weeks before the enumeration. Women's illness rates were 50% higher than men's. On the other hand, women's health problems kept them away from work less than men's: for all persons who were sick during the two weeks prior to the survey, women lost an average of 5.5 work days due to illness, while men lost 6.5 days. This difference may be due to the more pressing nature of women's labor obligations. Women's illnesses can reduce family food supplies.

Women as well as men are now highly threatened by the rapid spread of the human immunodeficiency virus. In Kinshasa the infection rate among women is 30% higher than the infection rate among men. Women in the 15-30 age group have the highest infection rates of all groups. Young women are impeded in gaining access to means of negotiating and securing safe sex by lack of adequate education about the AIDS virus, low incomes, and their cultural subordination to men. Several HPN activities are currently directed at improving knowledge about AIDS and providing means to suppress its transmission. Efforts to reach younger women should be intensified. (See Annex III).

6. Gender-blind project design and implementation processes usually fail to overcome the economic and social constraints on women's access to project activities and benefits.

An inadequate understanding of the gender relations in African household economies on the part of USAID personnel, technical assistance teams, and consultants can result in the failure to develop effective mechanisms to overcome the constraints which limit women's access to project activities and benefits. The WID evaluation mission's review of project design documents found that most projects designed prior to 1988 did not mention the objective of integrating women into a project's primary activities or discuss the constraints on women's participation. Recent project design activities have more systematically taken gender issues into account.

7. The inadequate representation of Zairian women in managerial and technical positions in the GOZ and on USAID project staffs has the practical result that most project interventions, even those which target activities traditionally dominated by women (food production, water supply), are implemented by men. In this situation, project activities tend to focus on men, often to the point that women consider themselves excluded.

This fundamental constraint on women's access to project benefits can be overcome if project design and implementation teams are directed by USAID senior staff to find effective means of involving women both as project beneficiaries and as project staff. In 1988, the Mission made significant efforts to improve women's access to project activities and benefits. They are described in this report.

III. Overall Mission Strategy

USAID/Zaire is moving toward a stronger emphasis on sectoral programming, project consolidation, and Mission control over project management. This trend has several potential benefits: improved ability to plan, evaluate and modify project activities, and an improved capacity to monitor the impact of project activities on the population's economic welfare and health are among the most important. As the Mission develops its capacity to integrate women into major project activities, the program-focused management strategy could help improve the impact of project activities on women.

The new emphasis on large, consolidated projects might also have negative implications for women. If USAID/Zaire decision-makers should underestimate the importance of requiring that project officers, design consultants, and technical assistance teams learn to deal more effectively with the gender constraints inhibiting women's access to project activities and benefits, a consolidation of program activities might fail to improve women's participation.

The current heavy workloads of the Mission's program and project officers limits the time they have to educate themselves about gender issues and to work with design and implementation teams in finding effective means to overcome the social and economic constraints on women's access to project activities. If increased staffing levels are not feasible at the present time, senior staff must find ways to reduce current workloads in order to increase project officers' ability to deal effectively with gender issues. Current efforts to delegate the management of local currency inputs in projects to a centralized financial management office are a step in the right direction. Providing the time and resources project officers need to work on overcoming the constraints on women's access to project benefits must become a widely recognized Mission priority.

Structural reform and policy dialogue are central priorities in the Mission Action Plan. The focus is currently on macro-economic issues such as fiscal, monetary and exchange rate policies. The impact of donor desired policy reforms on family welfare, while projected to be largely positive in the short and long run, is still uncertain. The expected long-term benefits may well be a very long time in coming under current conditions of poor terms of trade for Zaire's exports and heavy debt-financing burdens. In the short-run, GOZ efforts to balance its budget are resulting in declining support for health programs and severely reduced road maintenance activities.

Structural adjustment policies tend to have at least short-run negative impacts on poorer, less protected groups. Gender imbalances in access to family and societal resources make women more vulnerable than men to the potential negative impacts of structural adjustment. USAID/Zaire must make a very serious effort to evaluate and measure gender-differentiated as well as income class differentiated impacts of policy reforms. (See Annex IV for suggestions.) Variables which produce estimates of changes in "family incomes" are inadequate measures of changes in women's and children's welfare because in Zaire, as in other African societies, gender-specific incomes, budgets, and expenditure responsibilities are still very much the norm.

USAID/Zaire has a well defined country development strategy whose sectoral components directly contribute to the goal of improving the living standards of the population. The primary agricultural objective is to increase output from small farms--particularly food production--to raise national and individual incomes and improve nutrition. Rural road and river infrastructural improvement projects are directed at improving farm-to-market access in order to facilitate the marketing of food crops in the Bandundu and Shaba regions. The health and population program focuses on rural public health, child survival, family planning, and AIDS education and prevention.

Each of the Mission's sectoral objectives have fundamental ties to women's economic and child-rearing responsibilities. Because a woman's most basic traditional responsibility in Zairian society is to feed her children, both agricultural and health sector objectives can be met by specifically targeting women as well as men and children as project beneficiaries.

There are several implications of the WID evaluation team's analysis of the constraints on women's access to program and project activities and benefits for USAID/Zaire's Country Development Strategy. They are discussed here in the form of recommendations for the implementation of the current Mission Action Plan and for the formulation of the next CDSS.

Recommendation: The Mission's impact assessment monitoring of structural adjustment policy reforms should develop gender-disaggregated impact indicators.

One important indicator would be a measure of gender-specific rural terms of trade. Since rural producers have gender-differentiated source of income gender-specific expenditure patterns, rural terms of trade indices should be developed on a gender-specific basis. (See Annex IV.)

The Nathan Associates preliminary assessment of the impact of price liberalization on the agricultural sector is a useful starting point for a more general approach to assessing the impact of structural adjustment policies in that it begins to distinguish the effects of price changes on gender-specific economic activities. It does not go far enough, however, in identifying sex-specific output, income, and expenditure variables. The 1984 Bandundu Small Farmer Survey has some useful baseline data since it collected production and sales data for some crops on an individual basis.

Child nutrition data, birthweights, and infant and child mortality rates could also provide useful indicators of the impact of structural adjustment policies, but data analysis must control for the availability of health services and should also attempt to correlate nutrition and mortality data with gender-specific food and cash crop production variables.

Recommendation: The Mission should coordinate its nutrition and agricultural impact monitoring systems to better assess the total impact of agricultural production and marketing activities on child survival and family welfare.

A multi-sectoral program impact assessment system should develop and regularly monitor gender-disaggregated project impact indicators. The Mission's new research committee which includes most division directors is already taking steps to coordinate sectoral research and evaluation strategies. Cash crop oriented

projects should monitor their effects on women's labor times and incomes, and on the number of food fields planted each season.

Recommendation: When agricultural program strategies involve projects to provide improved production inputs and extension services aimed at increasing production and marketing of male-controlled crops, simultaneous interventions should be developed to provide inputs and extension services to increase the production and marketing of women-controlled crops. It is essential that projects attempt improve the productivity of both women's and men's labor so that women who are required to allocate more of their labor to men's crops do not suffer declines in their own production and incomes or excessive increases in their agricultural labor times.

Recommendation: Agricultural sector strategies should place much more emphasis on food crop processing. Improved processing technologies can alleviate the labor-time constraint on women's ability to increase the marketing of the female-controlled cassava crop and can facilitate the partial allocation of male-controlled corn production to family food supplies. Improved processing technologies can also alleviate the threat to pregnant women's health posed by arduous daily pounding of cassava and grains.

Recommendation: Gender-sensitive studies of the farming and marketing systems in the Bandundu and Shaba regions should be undertaken with the objective of producing gender-specific descriptions of the major types of household economies in the areas in which USAID has project activities. Relatively short papers describing the gender relations in household economies and in regional market relations should be produced. These papers should then be used to make all Mission personnel, technical assistance teams, and project design and evaluation teams aware of the major gender issues affecting projects in these areas. These papers can also indicate the gender-specific variables projects should monitor in order to better assess the impact of project activities on men, women and children.

The "studies" recommended here need not involve additional systematic sample surveys, particularly in the Bandundu region. Studies previously conducted by the Mission contain a good deal of gender-disaggregated data which can guide the descriptive analysis of gender aspects of access to and control over agricultural resources, the sexual division of labor, and gender-specific patterns of control over agricultural output and non-agricultural income producing activities. The draft of the PPC/WID manual entitled "The Gender Information Framework" (recently added to the Project Design Office's document library), provides excellent guidelines for the production of gender-differentiated analyses of regional farming systems and household economies.

Mission staff should collaborate with the 105 and 102 project information units in designing and producing these papers. Outside consultants with expertise in the gender-sensitive analysis of African farming systems might be used to help in conceptualizing issues and in searching through existing studies for relevant data, but most of this work should ideally be done within the Mission since the process of producing these analyses will improve staff awareness of the most important gender issues in various types of family economies. Zairian agroeconomists and rural sociologists with expertise in gender-sensitive analyses of farming systems should be sought out to provide region specific conceptual inputs. Studies conducted in Zairian universities and/or by other donors may also provide relevant information.

Recommendation: Impact analyses of the health and population strategies should collect sex-disaggregated data on health expenditures in order to assess the impact of fee-for-service health programs on women's as well as men's incomes.

The recent HPN "Consumer Demand/Cost Model" study did distinguish sex of purchasers of public versus private health care services, but did not gather gender-differentiated data for other expenditures, including purchases of medications.

The consulting firm which conducted the study and produced the preliminary report did not analyze differences in total household expenditures between male and female-headed households, although the latter accounted for a surprisingly high 45% of all households surveyed. The data on health services expenditures was not analyzed on a gender-disaggregated basis. After discussing the gender issues affecting health care service use with the WID evaluation team, Mission/project staff plan to further analyze the data to determine: (1) if significant differences exist between reported household incomes and expenditures of male versus female-headed households, (2) the correlation between income/expenditure levels and the types of primary health care services purchased, and (3) income levels for size of family weighted for age.

The WID evaluation mission also suggests an analysis of the average expenditures on health services by women and by men. Future income and expenditure studies should collect and analyze all data on both an individual and a household basis. It is very important for the analysis of gender-specific contributions to family welfare to have both the health and other expenditure data disaggregated on the basis of sex.

IV. Project Design

The project design documents reviewed by the WID evaluation mission (PIDs, PPs, and PIO/Ts) show a very uneven analysis of gender issues. Although major design efforts during 1988 (the Private Sector Support Program and the Small Project Support Project) systematically dealt with gender issues, very few of the projects designed before this period take the gender constraints on women's access to project activities and benefits adequately into account. This section reports the WID evaluation teams findings from a review of design documents from six projects.

102: Area Food and Market Development Project

The Bandundu Area Food and Market Development Project design documents are the best of the pre-1988 documents from the standpoint of gender analysis. The PP for 102 provides an excellent overview of the gender relations in Bandundu's rural household economies.

Two important features of the 102 design process contributed to its excellent understanding of Bandundu farming systems: (1) important roles in the design process were played by two expatriate consultants with extensive rural experience in Zaire (one a woman); and (2) the Mission provided a project design budget which financed the Bandundu Small Farmer Survey. This survey collected a wide variety of data on a gender-disaggregated basis and used women enumerators who spoke the local language to interview women and male enumerators to interview men. Unfortunately, the results of this survey were not analyzed before the project paper was written. Still the knowledge gained simply by undertaking the survey was reflected in the design process.

A paper written to orient the PP design process states that "no food strategy in Zaire can afford to ignore women if it is to have any chance of success. Most links in the food chain from producer to consumer depend on women, but little research has been done on this. More needs to be known about (a) women cultivators' control over and access to the physical means of production, (b) their control over and access to the productive forces: human labor, implements and inputs, more efficient agricultural practices, credit and technologies, (c) their control over their own labor, and (d) the extent to which their reproduction activities determine their work. Ways must be sought during the design of the project to guarantee that the project's agricultural inputs, extension services and training are directed towards women." The WID evaluation mission could not agree more with these fundamental points which are valid for all areas in which the Mission has agricultural projects.

The fact that 102 is designed to operate exclusively through NGOs, which tend not to be experienced in extending project benefits to women farmers, makes the implementation of this project, which was expressly designed to focus on the production, processing, and marketing problems of Bandundu's women food farmers, particularly challenging. The description of "IMOs" in the PP concentrates heavily on religious missions and does not provide adequate information on other NGOs. The analysis of NGOs is much weaker than the analysis of local farming systems.

During the 15 months between the completion of the 102 project paper and the writing of the PIO/T, most of the members of the original design team left the country. The project officer who wrote the PIO/T reportedly considered the data gathered in the Small Farmer Survey out of date. One of the first tasks the PIO/T assigned to the contract team was to conduct Rural Rapid Appraisals of thirteen collectivities in the project area. A member of the consultant team which recently conducted those RRAs told the WID evaluation team leader that it did not ask the groups of men and women farmers (who were interviewed separately) about gender-specific patterns of control over crops or about differing cropping patterns in men's and women's fields.

105: Central Shaba Project

The design process for the Central Shaba Project originally relied quite heavily on outside consultants to produce the PID and the PP. These documents pay very little attention to women's roles in food production and marketing. The project was also originally designed to focus exclusively on the extension of improved corn varieties and on upgrading rural roads to improve farmers' access to markets.

The social soundness annex to the project paper states that "agricultural production is a family responsibility among the Baluba" but nowhere in the PP is there a description of the fundamental differences in cropping patterns between men's and women's fields. Women farmers from this area interviewed by the WID evaluation team clearly indicated that the crop composition of women's food fields differs enormously from the far simpler crop mix found in men's corn fields.

It is the opinion of the WID evaluation team that the social soundness analysis in the 105 PP fundamentally misunderstands of the functioning of the rural household economy in Central Shaba. The social soundness annex states that "a family with one hectare of corn" would earn about \$100 a year at 1985 prices. "From this the farmer must meet his basic expenses for medicines, school supplies, household needs (salt, soap, sugar), and clothing over the course of the coming year. Systematic village-level studies

document that the heads of household control family expenses." (PP, pg. 14-6) This analysis was directly refuted by the women farmers interviewed by the WID evaluation team. Women said that they themselves purchased medicines, school supplies, salt, and soap from their earnings from the sale of cassava.

The AID/Zaire staff reportedly considered the completed PP seriously inadequate and therefore rewrote a great deal of it. This is apparently a not uncommon experience. It illustrates the difficulties of using outside consultants to do design work and suggests the importance of including project officers or other Mission staff familiar with regional household economies as well as Zairian technical experts in all project design processes.

094: Family Planning Services Project

The 094 design process illustrates the benefits and difficulties of Zairian technical expertise in design processes. participant in the design process. The FPSP was originally designed in 1981 and was redesigned and amended in 1988. Its purpose is to increase the voluntary use of contraceptives for both family planning and AIDS prevention. Anyone familiar with African culture will readily realize that the cultural and political difficulties this type of project is likely to face are both enormous and gender-differentiated.

The design process involved a dynamic Zairian women nurse with extensive rural clinical experience. This woman was subsequently named project director. She described her experiences with the original and amended design processes to the team leader of the WID evaluation mission.

Although she participated in the original design process, the director of the FPSP says that her inputs were lost in the 1981 project paper which was written by U.S. AID staff and consultants. The director asserted and several Mission informants agreed that the original PP designed a project which seemed unworkable. USAID apparently considered terminating the project several times. For a long while the project director was also constantly engaged in political struggles to defend her project from Parliamentary efforts to eliminate family planning services. Over the years the considerable political skills of the FPSP director have helped to generate the current state of official support for family planning.

The project's slow but steady success in developing country-wide family planning services convinced USAID to give the it's director a leading role in the 1988 project amendment design process. The document produced by this process is probably unique in USAID/Zaire's project design history in that much of it was produced originally in French, a phenomenon which was a

natural outcome of the significant level of Zairian involvement in the design process.

The recent 094 project document reflects little explicit gender analysis. Seven percent of project funds are allocated for training, but no gender-disaggregated targets are specified. While the lack of explicit gender-sensitive analysis and targets in the project amendment are considered deficiencies by the WID evaluation team, the fact that family planning is widely considered a woman-oriented activity and the fact that the project's director is a woman is likely to mean that a significant portion of the training funds will be allocated to the training of women.

The 094 project director has indicated several priorities for women's training in the health sector. Given that women nurses are largely concentrated at the lower levels of formal training, she would give first priority to upgrading A2 nurses who have only two years of post-secondary training to the A1 (three year university graduate) level, second priority to upgrading A1 nurses to the five-year university degree, and third priority to giving more women physicians masters degree training in public health.

The WID evaluation mission strongly supports the FPSP director's statement that women in the health sector need to be given much more advanced training than they have received in the past. From 1985 to 1987, USAID health projects financed long-term training in U.S. schools of public health for 10 physicians and five other health specialists, every one of them men. On the other hand, in 1988 have four women been engaged as professors in the University of Kinshasa's new School of Public Health. They are currently working toward advanced degrees in the U.S. The WID evaluation team was pleased to discover such significant progress in high level training for women.

107: Basic Rural Health II

The SANRU II (107) project paper, while noting women's participation in the project as health workers, provides no specific analysis of women's roles as the basic health care providers for their children or of women's fundamental role in the provision of safe drinking water for their families.

SANRU's medical component provides technical assistance in establishing rural health zones and for the training of zonal medical chiefs, zone supervisors and trainers of health center personnel, village health workers and traditional birth attendants. The project paper states that 32% of the 2500 nurses, auxiliaries and technicians working in project health zones are women (PP, p. 70). Sanru's Project Implementation

Reports for the past year do not provide sex-disaggregated data on the numbers of health workers trained to date.

The project paper does not provide sex-disaggregated data on the physicians who work in the Sanru-aided health zones, but it seems that the overwhelming majority of the physicians who are medical chiefs of RHZs are men and that virtually all the physicians given long term training by both SANRU projects have been men.

The project paper also states that 50% of SANRU II's 3000 "village workers" are women (PP, pg.70). Since all traditional birth attendants are women, the 50% figure for village workers implies that the village health workers (VHWS) (who are chosen by village health committees) are predominantly male. It is important to investigate this possibility, which USAID HPN personnel do not think is the case. SANRU II will undertake a study of the operation of village health committees in December, 1988. Gender aspects of community participation have already been incorporated into the scope of work, and the project hopes to engage a Zairian woman anthropologist as a member of the research team. The WID evaluation team was pleased to see that the gender issues which were not dealt with in the project design documents are nevertheless being raised during implementation.

Village health committees have important functions in the water supply component of the SANRU project. A 1986 evaluation of the National Rural Water Service (SNHR) found that its apparently exclusively male station chiefs did not seek the advice of village committees regarding the location of water points and wells nor did they train village health committee representatives in the repair and maintenance of these facilities. The report found that in 1986, women were not members of the village water committees visited by the evaluator.

While the project paper does not discuss the gender of SANRU's rural water coordinators nor does it suggest that they be trained in the analysis of women's roles and problems in the provision of family water supplies, the project officer reports that women are members of village health and water committees and that these committees are trained in the proper maintenance and repair of pumps and water points. The major problem in maintaining water installations in good working order seems to be the lack of availability and financing for spare parts. The WID evaluation team expects that more systematic evidence on the gender issues affecting the provision of rural water supplies will be available upon completion of the study to evaluate approaches for motivating and sustaining community participation in village health and sanitation committees.

125: Small Project Support Project

The SPSP project was designed in 1988. Its purpose is to increase support for community-based small scale development activities that can be sustained by the local population by providing funds and training in project design and management to local PVOs. The PID was written by two women contract project officers. The RFP for the PP design contract explicitly favored consultant firms which had experience in designing women-oriented project interventions.

The fact that women took leading roles in this design process may well have contributed to its careful attention to gender issues. The PP suggests that women's participation in PVO subprojects be promoted by (1) including evidence of women's input in subproject design as a criterion for subproject selection, (2) assessing subproject feasibility and appropriateness with respect to women's activities and (3) monitoring subprojects' impact on women (PP, pg. 24).

The project is not, however, a "women's project". About twenty percent of the \$13 million dollar budget is slated to support a continuation of the highly successful 10 year old Peace Corps aided fish culture subproject, a project which has worked nearly exclusively with men even though women had previously been important in traditional fish harvesting activities.

The male focus of the fish culture project is a classic example of how new technologies tend to be targeted toward men. In this case, men were motivated to take up modern methods of fish culture because they offered a means to significantly increase incomes for the men of the Bandundu region who traditionally left food farming activities to their wives. Women are reported to help their husbands by doing much of the regular feeding of pond grown fish, but because men construct and own the fish ponds, men control the incomes from fish sales. This is not to say that women do not benefit from their husband's increased income, but it suggests that efforts should be made to monitor the use of men's increased incomes and the effects of fish farming on women's labor. Peace Corps volunteers should be given some training in the gender analysis of rural household economies. (See Annex II for further details and recommendations)

Project management (TA assistance) is expected to absorb 45% of total SPSP funds. While this share is high, it must be recognized that a large "umbrella management unit" was considered necessary to provide PVOs with training and direct assistance in project design and management. In addition, since most PVOs are more experienced in working with men than with women, special training and assistance is likely to be necessary if a significant number of women-oriented subprojects are to be supported.

For the "women's component" of this project to be realized successfully, the PIO/T and RFP should require that at least one member of the TA management team, preferably the chief of party, have expertise and experience in working with African women's groups or women-oriented African NGOs. The management unit of the SPSP must attempt to involve NGOs with extensive experience in working with women like Solidarity Paysanne (B.P. 5688, Kinshasa) whose director, Cne. Rwabuhiihi has an office on the 3rd floor of Galerie Albert I, AFECOZA (Association des Femmes Commerçantes Zairoises) whose office is located near the Lycee Motema Mpiko, Wenze ya Bayaka, Zone de Kasavubu, Kinshasa, the women's bureau of UNTZA, the Zairian National Workers Union, and the women's section of UPZA, the Union de la Presse Zairoise.

The SPSP offers a flexible project structure within which various approaches to organizing women-focused project activities can be tested and evaluated. While the WID evaluation team strongly recommends that the primary focus of the Mission's attempts to extend project benefits to women be oriented toward integrating women into the primary activities of all projects, the SPSP's experience in organizing separate women's groups to deal with activities for which women have gender-specific responsibilities, such as grain mills and rural and urban child-care centers, is likely to provide important lessons on how the particular constraints on involving women in general agricultural and marketing projects can be dealt with and overcome.

120: The Private Sector Support Program

The program paper for the \$40 million PSSP, designed in 1988, explicitly recognizes that its focus on restructuring the Zairian commercial banking sector to enable it to support productive investment by medium scale enterprises (100-500 employees) will not directly benefit women. Enterprises of this size are not owned by women in Zaire, and women employees comprise only 4% of all formal sector workers.

The project design makes an initial step toward discovering ways to include women in future private sector projects by funding a study of women in the formal sector as well as a survey of informal sector savings and credit activities, many of which involve women's groups. These results of these studies may also be of use to the Small Project Support Project. Furthermore, a large share of the research budget is allocated to the very important task of monitoring the impacts of the program on private sector participants. This monitoring should attempt to distinguish both direct and indirect impacts on men and women from differing income groups.

Finally, conditionality requirements and policy dialogue are central aspects of the PSSP. The WID evaluation team noted that a married Zairian woman is currently required to obtain her husband's signature in order to open a bank account. This requirement drastically limits women's access to banking services and credit because it gives husbands free access to women's financial resources, access which is not allowed to men's spouses. The WID evaluation team suggests that Mission staff contact Maitre Nlandu, who wrote this report's annex on women and the law, in order to determine if policy dialogue could provide a useful means of overcoming banking policies which discriminate against women.

Conclusions and Recommendations for Project Design

Prior to 1988, Mission design processes seem to have involved relatively few systematic efforts to incorporate gender-specific considerations into the conceptualization of project activities. Individuals with gender-sensitivities and experience in Zaire have, however, greatly improved design processes when they have been included on design teams. For all designs undertaken over the past year or so, the project design office has directed design teams to take specific account of gender issues and significant improvements in the analysis of gender issues have been noted in recent project papers.

In the past, too few PID and PP design team scopes of work included gender-specific design objectives or required that at least one or two design team members have experience or expertise in integrating women into project activities in addition to their project specific technical expertise. This factor minimized the probability of producing gender-sensitive projects. Recently the Mission has made more explicit effort to include people with WID expertise and experience on design teams.

The WID evaluation mission recommends, as the Administrator's August, 1988, cable also suggests that all project design procedures and documents explicitly describe:

- strategies to involve women in project activities,
- the benefits and impediments to women's participation as well potential means of overcoming the factors inhibiting women's participation, and
- benchmarks to measure women's participation in and benefits from development activities.

The Mission should note that the Administrator's cable states that if these requirements seem impossible to achieve in specific programs or projects, "Bureaus and USAIDs will ensure

that there is a substantive analysis as to the obstacles preventing completion of such efforts and an exploration of how these obstacles will be overcome". (See Annex I for the full text of the Administrator's cable.)

The WID evaluation mission also strongly recommends that at least one, but preferably two PID and PP design team members have gender analysis expertise and experience in designing strategies for involving women in whatever range of technical activities a project will attempt to assist. PIO/Ts and RFPs should indicate that priority will be given to design teams which have members with project-specific technical expertise as well as gender analysis expertise without adding an additional WID person to the team.

Another important means of incorporating women's concerns into project design is to place Zairian women technical experts on design teams. USAID/Zaire should make concerted efforts to identify appropriate local candidates. An easy way to begin is to seek suggestions from Zairian women with responsible positions in government and non-governmental organizations, such as Citoyenne Chirhamolekwa in health and Citoyenne Mputu in agriculture.

V. Project Implementation

The correlation between gender-sensitive project design and gender-sensitive implementation, while probably positive, is not necessarily high. Much depends on the motivation and experience of both expatriate and Zairian project staff.

The Central Shaba Project (105) showed little gender-sensitivity in its project design documents, but has made significant efforts in its first year of implementation to involve women as farmer leaders, to engage women as extension agents, and to extend improved seeds and cassava varieties to women. Most of the largely male project staff seem quite willing and able to respond to women farmers' needs for technical support. Mission staff has taken an important step in requiring that all new Zairian agronomists and extension workers hired for the project be women. While this requirement may have to be loosened, it is an extremely positive sign that senior Mission personnel strongly support project efforts to extend project activities and benefits to women farmers.

It is important that project staff engage in a continuing dialogue with women farmers about their agricultural activities on both their own food fields and on their husbands' corn fields. Women's demonstration and experimental fields should be primarily oriented toward crops which they themselves control. This may,

but probably does not, include the new corn varieties being introduced.

In the future, the project should consider adding a processing component to help women's groups obtain and manage improved technologies for corn milling. Currently women are not able to use the hard kernel corn varieties as additions to family meals because they are too difficult to pound by using the traditional mortar and pestle.

It is important that 105's extension agents be continually monitored in their efforts to involve women as farmer leaders and to train women in improved cultivation and processing techniques. Gender and cultural sensitivity-training should be continued for extension agents. While the WID evaluation team did not determine how women farmer leaders were identified, it is recommended that 105 proceed by identifying the women in each village with traditional responsibilities as women's agricultural leaders in order to work within the traditional women's organizational system. (See Annex II for a fuller discussion of this project.)

The Bandundu Area Food and Market Development Project (102) design process took considerable account of women farmer's production, processing and marketing constraints, but project implementation efforts have found it difficult to involve existing NGOs in developing activities of direct benefit to women farmers. The project implementation team, which has been in the field for less than one year, will have to make a tremendous effort to convince NGOs of the importance of working with women farmers and to train them in gender-sensitive management and technical interventions.

In the long hiatus between design and implementation, women-oriented activities seem to have been almost demoted to the status of a subproject. The "pilot project" designed by the International Center for Research on Women to reach women using PVO extension systems was well designed, local PVOs were identified to carry it out, an American former Peace Crops volunteer with extension experience and a Zairian counterpart were slated to be hired and houses were even built for them, but uncertainties about the availability of the American PCV slated to be hired to implement this pilot project has delayed actual implementation. Since there are many experienced women PCVs in Zaire as well as appropriately trained Zairian women who might be hired for the pilot project, the WID evaluation team hopes that current constraints will be quickly overcome. (See Annex II for a more detailed account of the WID evaluation team's discussion with the TA team in Kikwit.)

The 1988 project amendment for the Family Planning Services Project (094) contains little gender analysis, but implementation seems to be targeting FP and AIDS informational activities at

both men and women with gender-specific messages. Implementation efforts also indicate that special measures have been taken to integrate women into the project's professional staff. Twenty eight percent of the project's professional personnel are women. While a larger proportion of female staff would be expected in a family planning project than in most projects, the WID evaluation team commends this effort to employ women.

Conclusions and Recommendations for Project Implementation

Project implementation is likely to be much more effective as well as gender-sensitive if Zairian women and men participate on technical assistance teams and if all project staff are encouraged by USAID/Zaire to extend project benefits to women. Zairians are usually more informed about gender constraints to women's participation in project activities than expatriates. They should be encouraged to make suggestions for modifications of project activities to better reach women.

Recommendation: Zairian professional women should be engaged to work with expatriate project staff in greater numbers than has heretofore been the case. Ideally Zairians who have proved their expertise during the design process should be recruited as project directors and technical staff. Current salary and benefit restrictions on Zairian's project and Mission staff positions pose a serious threat to the ability to attract well-qualified candidates. It is important that ways be found to overcome these problems.

Recommendation: PIO/Ts must be explicit in requiring or at least recommending that TA team leaders and agricultural or health technicians have experience working with African women. This is particularly important for the team leader. If the team leader does not have such experience, he or she should be seconded by appropriately experienced Zairian staff who are accorded adequate responsibility and resources to plan and implement gender-sensitive activities. TA team members who lack WID expertise must be encouraged to participate in WID training programs. The Mission is encouraged to sponsor this type of training in Zaire.

VI. Project Monitoring and Evaluation

Recent scopes of work for project evaluation teams have included instructions to evaluate the extent of women's participation in project activities. The WID evaluation team's review of former project evaluations indicates that far less attention was paid to assessing projects' direct and indirect effects on women in the past.

The task of evaluating a project's impact on women is complex and will only be fully realized when project design and implementation procedures become gender-sensitive. Several projects are not adequately reaching women because project activities do not take the constraints on women's participation into account and therefore do not develop ways of overcoming these constraints. The RAV and SEP projects seem to fall into this category.

Gender-blindness in project design and implementation encourages gender-blind reporting and evaluation. There is no doubt that it is easier to reach men than women, a situation which gives project staff little motivation to target women as project beneficiaries. Unless specific targets are set for women's participation in project activities and unless project managers are required to provide gender-disaggregated data on project activities, project staff, and project trainees, it is clearly easier (and less embarrassing) for TA teams to report project achievements in a non-gender disaggregated format. The Administrator's cable specifically suggests that PIRs include gender-disaggregated data.

There have been cases of gender-sensitive evaluations which have made recommendations for improving a project's ability to reach women or have documented failures in these attempts and have gone on to propose solutions. A notable case in point is the 1982 evaluation of the women's component of the North Shaba Project (PNS). The incisive analysis of the problems of PNS's activities with women and the concrete proposals made for redesigning activities to alleviate women's grain and cassava processing constraints were, in the WID evaluation team's opinion, excellent. These proposals were not implemented, however, and the "women's component" of the project floundered.

The predictable result of this experience was a decision not to develop women's components in projects whose direct beneficiaries are men. While the WID evaluation team itself has suggested that "women's components" of projects are less desireable than sustained efforts to reach women in the course of implementing a project's primary activities, the design of the Central Shaba Project, which was partially modeled after the North Shaba Project, involved no gender-sensitive analysis of the effect of increasing corn production on women's family food production or incomes. The possibilities for orienting 105's agricultural extension activities toward women's crops as well as corn were ignored. Happily the gender deficiencies in the design documents are being rectified at the implementation stage.

The WID evaluation team recommends that the Central Shaba Project monitor the effects of rising corn production on the output from women's food fields. The first step should be to determine whether or not women's labor on men's corn fields

induces or forces women to cease planting their September food fields. Corn output trend data for the area should also be correlated with trends in child nutrition levels both on average and during the hungry season before women harvest their first and/or second season food fields.

Recommendations for project monitoring and evaluations

1. Gender-disaggregated reporting of project goals and outputs should be required in the semi-annual Project Implementation Reports. Numbers of participants in project activities and of persons trained as well as data on project staff employed should be reported on a gender-disaggregated basis to the maximum extent feasible. Important actions planned for the next six months should contain gender-disaggregated targets. A discussion of the difficulties encountered in reaching these targets and proposals to overcome them should be described.
2. PIO/Ts for project evaluation teams should require that at least one member of the evaluation team have WID expertise. This should not involve adding an additional person to the evaluation team. Scopes of work should ask for an evaluation of progress in involving women in project activities and of the achievement of gender-targets set in project papers and amendments. The project's direct and indirect impacts on women's economic activities and social status should be assessed.
3. Rural sector project evaluations should distinguish between production, processing and marketing activities which have their primary impact on men and those which have their primary impact on women. Male versus female-controlled crops must be clearly distinguished. Attention must also be paid to the effects of project interventions on men's and women's labor times. Labor time changes should be correlated with changes in output on men's and women's fields and with changes gender-specific incomes.
4. Health sector evaluations must attempt to distinguish between changes in men's and women's access to health, population, and nutrition services. The gender of recipients of project training activities must be clearly indicated. When PIR data indicate gender disparities in training or general project beneficiaries, evaluation teams must report on the difficulties encountered in effectively reaching either men or women. Reaching men with family planning or AIDS interventions may be more difficult than reaching women, for example, whereas identifying adequate numbers of women health professionals for further training may be more difficult than finding suitable male candidate. Opportunities for overcoming sex-biased project impacts must be thoroughly investigated by evaluation teams.

VII. Training

Annex V of this report presents a preliminary overview of sex-disaggregated data on Zaire's educational system. The training annex indicates the percentage of graduates from the various types of primary, secondary, and higher educational institutions who are women. The report describes both constraints on identifying women candidates for project staff training as well as opportunities for overcoming these constraints. For example, the Department of Labor keeps records on unemployed university graduates. We discovered a number of highly trained women among the unemployed people registered at the Department of Labor.

USAID/Zaire has considerable training resources. They should be used to help enlarge the pool of qualified women candidates for decision-making positions in government, private enterprise, and USAID programs and projects.

The fragmentary evidence the WID evaluation team was able to collect on AID/Zaire's long and short-term U.S. and African training programs from 1981-1987 shows that only 7% of the nearly 300 people whose training history was available to the WID evaluation team were women. Apparently there was only one woman among the 92 people who received project-financed long-term training in the U.S. prior to 1988.

Most of the Mission's current training records do not indicate the sex of former trainees. Efforts to consolidate and computerize data on persons trained in long-term and short-term programs have encountered considerable delays. The WID evaluation mission was therefore unable to do a complete gender analysis of project training records.

The Human Resources Development Strategy and Five-Year Training Plan for 1988-1992 contains no sex-disaggregated data on past trainees, nor does it propose gender-disaggregated targets for the future.

The training office has recently made considerable efforts to increase the percentage of women in Mission training program. The current HRDA project sets a 35% target for women in all USAID HRDA training. Women represent about 25% of current AFGRAD trainees. The training office is making strenuous efforts to identify more women candidates for the training programs it controls. The training office does not, however, currently play a role in identifying candidates whose training is sponsored by project funds.

Recommendations for USAID/Zaire Training Programs

1. USAID/Zaire must respond to the Administrator's directive on gender-disaggregated data reporting by placing priority on improving its centralized data base on trainees and training programs. A computerized system for processing this data should be implemented immediately.
2. All program heads should direct project managers to identify and train suitable women candidates in long-term as well as short-term programs. A 25% initial target for women's participation, which should be raised in the next few years to 30-40%, is not unfeasible given that the Zairian higher education system has been raising the numbers of women with three and five-year post-secondary degrees fairly rapidly in the last few years.
3. If women do not hold positions in the project and governmental structures from which USAID/Zaire draws its candidates for training, the Mission should include the issue of raising the numbers of women employed in government in its policy and project negotiations.
4. The Mission should use the Department of Labor's files on unemployed university graduates in order to identify suitable women candidates for project staffing and further training. It should also contact women with decision-making positions in government for help in identifying suitably trained women.

VIII. Institutionalization of Gender-Sensitive Programming

This report has made a number of recommendations aimed at improving the Mission's ability to involve women in its programs and projects. It has been argued that increasing women's access to project activities and benefits will increase the Mission's ability to fulfill its fundamental goal of improving the living standards of the population. These recommendations need to be evaluated by mission staff at all levels, taking into account the official guidelines for action on gender issues contained in the Administrator's August cable, the draft PPC/WID guidelines for the preparation of WID Action Plans, and the Africa Bureau's late guidelines for the development of WID Action Plans. (The latter document was reportedly sent to all African Missions in November or December, 1987, but was not available to the WID evaluation team.)

In order to institutionalize procedures aimed at increasing the gender-sensitivity of program and project design, implementation and evaluation processes, the WID evaluation team recommends the immediate formation of a mission WID Committee.

The WID Committee should meet at least every other month (probably more often at first) in order to:

-develop a USAID/Zaire WID Action Plan and monitor its implementation during the semi-annual PIR reviews

-brief the entire staff on Mission priorities for institutionalizing gender-sensitive procedures in program and project development and implementation

-organize periodic gender analysis training programs to train Mission personnel and project staff in the analysis of gender issues to be considered during project design, implementation, monitoring and evaluation processes. (See Annex VIII for a list of questions which could guide group analyses of projects selected for review during these training seminars.)

-develop and maintain contact with Zairian women's associations and with other donors (see the annex on other donors' strategies for reaching women in project activities)

-develop and maintain a Mission WID library which should include studies documenting successes and failures in integrating women into USAID and other donors' projects, experiences with women-oriented projects, and technical and management issues relevant to the introduction of improved food processing technologies, agricultural inputs, and community water and sanitation facilities.

-supervise the production of short papers on the functioning of rural household economies in the areas in which the Mission funds projects and monitor their use by design and evaluation teams

-review proposals for large surveys and other studies undertaken by the Mission to ensure that gender-disaggregated data will be collected.

Technical assistance from PPC/WID and from outside consultants might be requested to help accomplish some of these tasks, but in order to institutionalize the mission's ability to respond positively to women's needs and to improve the effectiveness of USAID/Zaire programs, Mission staff should take full responsibility for developing its own gender-sensitive procedures.

The WID evaluation team proposes a WID committee of some twelve members: the heads of each division, a project officer or Zairian staff member from each division, and the Mission Director

or Deputy. Women and Zairians should be included to the fullest extent possible.

A regional WID workshop is scheduled to be held in Abidjan in September, 1989. The WID evaluation team recommends that the WID Committee send representatives.

But even before the REDSO WID workshop, the Mission should attempt to organize its own training seminars for Mission and project staff. Perhaps a one-day full staff "retreat" conducted outside of Kinshasa would be an appropriate beginning for Mission gender training activities. This seminar could analyze the gender issues in project design, implementation, and evaluation first in a full group discussion of a particular project and then in small groups which would each analyze another project. It might be appropriate for health, ARD, project design, and GDO staff to get to know each others' projects in this process. Project staff from the projects being analyzed should be included in the seminars, as should Zairian staff members and consultants.

IX. Conclusion

The PPC/WID sponsored six Mission WID evaluation conducted in 1987 found what it called "pockets of support" for including gender issues in Mission policies and procedures. The 1988 WID evaluation team, which interviewed far more USAID/Zaire staff members, found that clear support is now extremely widespread, although there may still be a few "pockets of resistance".

Some of what the evaluation team perceived as "resistance" to a systematic inclusion of gender issues in Mission activities might simply represent fears of increasing workloads on the part of a heavily work-burdened staff. We might point out that this situation resembles that of the Zairian woman farmer when she is considering whether or not a proposed project activity will or will not be to her ultimate benefit. (Do read Annex X which provides an eloquent description of the life and hopes of a woman farmer as described by Mama Malilo, a farmer from Bukavu.)

This report has attempted to emphasize the crucial nature of an adequate gender analysis if project design, implementation, and monitoring processes are to succeed in reaching women. It is essential that senior staff address the workload issue in order to make it possible for project officers to devote adequate time to improving project effectiveness by making sure that project activities involve women as well as men. It is equally important that Mission personnel not perceive legitimate resistance to some of the recommendations in this report as a general resistance to WID issues and activities. Senior staff must continue to provide the leadership needed to ensure that gender-sensitive processes become a widely-recognized Mission priority.

LIST OF PERSONS INTERVIEWED

USAID/ZAIRE - KINSHASA

Dennis Chandler, Mission Director
Joseph Goodwin, Deputy Director

ARD

Donald Brown, Division Chief
Ronald Harvey
Douglas Daniell
Kabundi Tshishiku
John McMahon
John Mitchell
Carol Felkel

HPN

Lois Bradshaw
Rhonda Smith
Beth Stanford
Chris McDermott

PRM

John Bierke, WID Officer
Stephen Vance
Joseph Ryan
Glenn Rogers

PDO

G. William Anderson, Division Chief
Helen Bemis

GDO

Kamal Zein
Cit. Masila

KIKWIT (Project 102)

David Olson, COP
Cit. Nkoy, Director
Walter West, Information Office

LUBUMBASHI

Bruce Spake

NIEMBO (Project 105)

Minh Nguyen, COP

Cit. Mubwa, Director

Cit. Mutombo Ilunga, Agronome Encadreur

Cne. Mukanya Seba, Chef de Zone de Vulgarisation

Women's Group from the village of Kamungu

Women's Group from Kabongo

Franciscan Sisters from Lenge

Women's Group from Kitenge

KINSHASA

Cne. Chirhamolekwa, Director, Project 094

Cne. Rwabuhihhi, Director, Solidarite Paysanne

REFERENCES

- Cloud, Kathleen. "Gender Issues in A.I.D.'s Agricultural Projects: How Efficient Are We?" Washington, D.C.: U.S.A.I.D., 1987.
- Dixon, Ruth. Assessing the Impact of Development Projects on Women. A.I.D. Program Evaluation Discussion Paper No. 8. Washington, D.C.: A.I.D., 1980.
- Eele, G.J. and L. Newton, Small Farmer Study: Bandundu Region, Zaire. Oxford: Food Studies Group, 1985.
- Fortmann, Louise. "A Matter of Focus: The Inclusion of Women in A.I.D. Agricultural Development Projects, 1976-1984" Washington, D.C.: A.I.D., 1985.
- Hornstein, N. and C.J. Weideman. "Women's Access to Agricultural Extension: Training for Local Organizations". Report for USAID/Zaire and PPC/WID. Washington, D.C.: ICRW, 1985.
- Hornstein, N. and D. Olson. "Women in Agriculture: Pilot Research and Training Plan for the Agricultural Center at Lusekele". Washington, D.C.: ICRW, 1987.
- Office of Women in Development, "The Gender Information Framework: Gender Considerations in Design". (Draft) U.S.A.I.D., PPC/WID, 1988.
- Sines, Richard H., et.al., "The Impact of Zaire's Economic Liberalization Program on the Agricultural Sector: A Preliminary Assessment". Africa Bureau, Office of Development Planning, A.I.D., 1987.
- Solidarite Paysanne, Problematique: Faits et Chiffres. Bukavu: Solidarite Paysanne-UWAKI, n.d.
- Thibault-Normand, Louise. "Rapport de l'Etude sur l'Integration de la Femme au Developpement au Zaire (Phase I)" Kinshasa: Centre de Cooperation Zaire-Canada, 1986.

A N N E X I

THE AGENCY ADMINISTRATOR'S CABLE
JULY 8, 1988

SUBJECT : ACTION ITEMS FOR WOMEN IN DEVELOPMENT

1. Summary. In keeping with my commitment to ensure that A.I.D. conforms fully with its women in development policies, and that we address specific congressional interest in women in development training for agency staff and increasing agency female participant training levels, I have attached my recommended action items that will ensure our programmatic objectives are implemented with more regularity and effectiveness.
2. I recognize that we have made enormous strides these past few years in addressing gender in our strategies, programs and projects, and that much of this success is due to your interest and commitment. At the same time, it is now apparent that we must more fully institutionalize our efforts in our overall development programs.
3. These action items are intended to assist A.I.D. in addressing women in development issues. I recognize more attention will have to be given to these issues in our entire project and program cycle, but I believe the benefits will far outweigh any short-term inconveniences.
4. I will appreciate your ensuring that you mission staff are advised of these action items.
 - A. All bureaus are responsible for developing and implementing WID action plans that include systems and procedures, as well as calendar-driven benchmarks, to address and monitor women in development issues throughout their programs and projects. Geographical bureaus are responsible for ensuring that their respective USAIDs develop such WID action plans.
 - B. All bureaus and USAIDs will reflect sex-disaggregated data in A.I.D.'s program documents (e.g., CDSS, APS) and all new data collection activities will be sex-disaggregated for A.I.D.'s project, non-project assistance and reporting documents (e.g., PPIDs, PPs, PAIPs, PAADs, PIRs, Evaluations). See note below.
 - C. All bureaus and USAIDs will ensure that A.I.D.'s country strategy, program, project, non-project assistance and reporting documents (e.g., CDSS, APS, PPIDs, PPs, PAIPs, PAADs, PIRs, Evaluations) explicitly describe strategies to involve women, benefits and impediments to women's participation in development and benchmarks to measure women's participation in and benefits from development activities. See note below.

- D. Specific women in development training should be considered a priority for A.I.D. personnel, particularly in the areas of agriculture: private enterprise development, including small and micro-scale enterprise: and natural resource management and environment. This training will include regional and/or country specific WID training, as well as a required WID component in Washington-based training courses in these specific sectors.
- E. Increasing women's inclusion in participant training programs will be considered an important objective. All bureaus and USAIDs will work to imporve the overall number of females in participant training programs.

NOTE : When items B and C are impossible to achieve, bureaus and USAIDs will ensure that there is a substantive analysis as to the obstacles preventing completion of such efforts, and an explanation of how these obstacles will be overcome.

- 5. I strongly encourage you to develop appropriate systems and procedures within your mission to implement these action items. I have asked the office of women in development (PPC/WID) to monitor and keep me informed on the implementation of these items. I have also asked PPC/WID to begin the process of developing revisions to appropriate A.I.D. handbooks to ensure that gender analysis becomes a general practice within the agency.
- 6. Please inform your mission personnel of these action items. Thank you.
Whitehead.

25

DRAFT

SUBJECT: Mission WID Action Plans

1. The Mission WID Action Plan referred to in Reftel A (State 218365) should outline the steps that have been or will be taken by the Mission to ensure that women are included as full participants and beneficiaries in the mission's development activities. Each mission is requested to prepare a two-year plan and transmit it to AFR/W by March 1, 1989.
2. This WID Action Plan should serve as a self-evaluation of the mission's current capability to address gender issues and should identify mission's needs in this regard. AID/W recognizes that a long-term commitment, requiring substantial resources, is needed if the effort to increase the participation of women in development activities is to be more than window-dressing. AID/W will issue a cable informing USAIDs of technical assistance options when funding picture for FY 89 becomes clear. The WID Action Plans will allow AFR/W to develop a regional overview of technical assistance needs and to develop a strategy for ensuring that WID issues are integrated into all Africa Bureau activities.
3. AFR/W recognizes that WID Plans will differ among missions to reflect differences in their staff and funding resources and previous WID experience. Even though missions will differ in terms of how much needs to be done vis-a-vis WID, the WID Action Plan should be designed to ensure that by the end of the Plan period WID is completely institutionalized in the mission program and all projects. Note that the document to be developed is a Plan; as such it should assess the current situation but emphasize what remains to be done, when and how the necessary actions will be implemented, and who has responsibility. The missions are requested to use the following outline for the WID Action Plan:

I. WID Goals and Objectives: Relate WID objectives to overall Mission development goals and the Agency's WID policy.

II. Procedures to Integrate WID into Development Activities

- a. Programs
- b. Projects
- c. Evaluations
- d. Reporting
- e. WID Training
- f. WID Officer and WID Committee

I. WID Goals and Objectives

The mission should explain how its overall development objectives identified in the CDSS will include women as participants and beneficiaries. This should be a broad brush explanation that can be done by mission staff without contracting outside technical assistance. It can be refined if additional sector-specific information becomes available.

36

II. Procedures to Integrate WID into Development Activities:

Each mission is responsible for establishing a system, and identifying staff responsibilities to ensure that gender is considered systematically in all the mission's activities. This should include calendar-driven activities with appropriate benchmarks.

a. Programs:

Strategy and program documents should "reflect sex-disaggregated data," describe USAID strategies that will reduce impediments to women's participation in development, and include benchmarks to monitor USAID's progress in integrating WID into Mission's overall program activities. PPC/WID in collaboration with AFR/W is developing criteria for monitoring gender analysis in CDSS and Action Plans (forthcoming).

b. Projects:

Gender issues should be included in the scope of work project design teams and in all project documents so that projects will be designed with sufficient knowledge of women's roles to assure that women are systematically included as participants and beneficiaries of USAID projects. PPC/WID in collaboration with AFR/W is developing criteria for monitoring gender analysis in PIDs and PPs (forthcoming).

The mission should conduct an initial review of its portfolio to identify the steps needed to ensure that women are fully integrated into priority projects. This section of the WID Action Plan also should identify a schedule for a complete portfolio review. Additional technical assistance may be required for the portfolio review. A Women in Development Implementation Plan for USAID/Bangladesh, which is available upon request from PPC/WID, may be a useful model.

c. Evaluations:

All evaluation scopes of work and reports should include analysis of impact on women. The collection of gender-disaggregated data will facilitate this analysis.

d. Reporting:

USAIDs should consider using PIRs for reporting progress on Mission WID activities. USAID in collaboration with AID/W will develop gender-disaggregated indicators to monitor and evaluate USAID's progress on integrating gender concerns into overall Mission program and project activities (forthcoming).

e. WID Training:

A regional WID Workshop is scheduled to be held in Abidjan, Ivory Coast in September, 1989. Mission should identify additional training needs. Information from PPC/WID on future training opportunities forthcoming. Legislation may provide for Mission buy-ins.

II. WID Officer and WID Committee

The responsibility for ensuring that WID concerns are integrated into the Mission's activities rests with each staff member in the course of his or her routine duties. The function of the WID Officer and WID Committee is to act as a backstop or resource to all USAID Officers in fulfilling this responsibility. The position of the WID Officer will vary among Missions, but USAIDs should consider the importance of ensuring that the person chosen has the necessary experience, authority and time. Many missions have found it useful to establish a WID Committee, whose function is to assist the WID Officer to backstop mission staff. The size and composition of the WID Committee will vary among missions, but should consider the following:

- o The Committee should consist of at least one representative of each of the Mission's technical divisions, the program and project development offices and the Mission Director or Deputy Director.
- o The Committee should be large enough to distribute responsibilities so that no one individual/office is overburdened, yet small enough to facilitate the participation of all individuals/offices.
- o The Committee should consist of men and women, and host-country as well as U.S. staff. This will ensure that the Committee has access to the wide range of skills available in the Mission, and that there will be continuity to the work of the Committee even during periods of U.S. staff rotation.

Responsibilities of the WID Officer and WID Committee:

- a. Monitor mission progress in implementing the WID Action Plan.
- b. Serve as resource person(s) for WID; gather WID materials for use in project and program preparation.
- c. Respond to all cables and requests for information regarding WID.
- d. Maintain contacts with local women's organizations and other donors regarding WID.
- e. Brief Mission staff periodically on AID/W initiatives and priorities regarding WID.
- f. Establish semi-annual WID Action Plan review. Reports should be made to AID/W using PIRs or any other reporting mechanism USAIDs find more appropriate.

3

ANNEX II

PROJECT PURPOSE AND WOMEN'S ROLE
IN THE
AREA FOOD AND MARKET DEVELOPMENT PROJECT
660-0102

Purpose of Project: To increase agricultural production, marketing and processing in 16 collectivities in the Kwilu and Mai-Ndombe subregions of Bandundu.

Goal of the Project: To raise the standard of living of the rural population of Bandundu.

Duration and Funding of Project: Ten years, ending in 1995. \$15 million from USAID; GOZ Counterpart Funds contribution: \$10 million equivalent in local currency; Expected support from NGOs: \$1 million equivalent in local currency.

Structure of the Project: The project is staffed by a Chief of Party, four expatriate specialists and 18 Zairians, including a Zairian director. Expatriate specialists working in Kikwit are: an agronomist, an information specialist, a production specialist and an administration specialist. According to a recent start-up evaluation, there is no staff as yet for the marketing and processing divisions, both of which are central to women's concerns. The goal of providing technology to ease women's labor burden in cassava processing was emphasized in the PP.

The project works in partnership with local PVOs and private sector companies (IMOs: Intermediate Management Organizations) and supports subprojects in the domains of production, processing, storage, and marketing of food crops such as cassava, corn, peanuts and other grain legumes as well as non-food cash crops such as coffee and fibers.

A companion project, the Agricultural Marketing Development Project (660-098) funds transport infrastructure projects such as rebuilding agricultural access roads and designing prototype boats to transport crops to Kinshasa. The Small Project Support Project (660-0125) will also work through PVOs in Bandundu but will fund projects in health and transport infrastructure as well as agriculture and will accept proposals from PVOs throughout Bandundu.

Project Design

The project was designed by a team which included two expatriates, a man and a woman, with extensive experience in Zaire and a person from the Mission. Many of the studies carried out during the pre-project and project design stages contributed enormously to the design team's understanding of the role of women farmers and highlighted the limited participation of men in food production. The project was thus originally designed as a women farmers' project.

Contracting problems delayed the implementation of the project for over two years. It seems that much of the extensive and valuable data on collected during the design phase was not adequately analyzed or studied. The PIO/T recommended that the TA team undertake a new series of studies, particularly

several rapid reconnaissance surveys (RRAs), during the first year of project implementation. The results of these RRAs have just been received by the Mission and were not available to the WID evaluation team. While the new studies will surely provide relevant data for the project, the WID evaluation team recommends that the TA team also attempt to exploit the valuable knowledge base produced in the design phase, particularly the data in the well-conducted and extensive Bandundu Small Farmer Survey.

The Pilot Project Designed by ICRW: The International Center for Research on Women (ICRW) was called in by the project officer before the arrival of the TA team under a cooperative agreement with PPC/WID. ICRW was asked to look at women's access to credit and to design a methodology to reach women in extension systems. ICRW's recommendation that the project work with CEPAS, a Catholic PVO involved in agricultural and other types of training, and with the Catholic mission at Kingandu was not followed. The Kingandu Mission has an active women's group but it is located outside of the project area as currently defined. This is unfortunate because the Claretian brothers who run the mission have shown a high level of interest in and commitment to working with women.

It is also unfortunate that the project has not yet linked up with CEPAS and its international affiliate, INADES, which have programs on women in agriculture and programs for training women in appropriate technology. (See the annex on other donors.)

The second stage of ICRW's intervention involved designing a pilot project for the Lusekele Agricultural Center (CAL), which is run by American Baptist missionaries, to provide agricultural extension services to women farmers. All CAL's extension agents are currently men.

CAL at first placed restrictions on the woman extensionist position proposed by ICRW's pilot project that would have inhibited her mobility thereby reducing her ability to work with women farmers. Later, however, when the project TA team suggested that a woman who is a former PCV and has experience in extension work with women be hired, CAL accepted the proposal. A Zairian counterpart was located, but the project held off in hiring the PCV extensionist until ICRW identified a candidate for a program manager position which the pilot project had proposed in order to backstop the PCV extensionist and provide guidance for the CAL extension program in working with women. Several months have passed without action on these proposals, and ICRW has recently informed the project that it will not be able to continue working on the pilot project because their cooperative agreement with PPC/WID has been terminated.

In general, the entire 102 project has experienced many delays of this type. Nevertheless, project personnel have taken steps to implement the pilot project. The houses for the extensionist and her Zairian counterpart are almost finished and a vehicle is available for their use. An action plan has been developed which proposes that the PCV extensionist begin working at Lusekele in November with the support of a program manager in order to plan for the new training session for extension agents scheduled for January 1989.

Despite these actions, a fundamental step is still missing. The former PCV has not been hired and no one has begun to look for an individual to fill the program manager position. The start-up evaluation just completed for the project made no mention of these blockages to implementation of the pilot project, for which USAID/Z has funded three technical assistance visits by ICRW to Zaire. Some project staff members have indicated that they are not eager to work again with ICRW while others felt that ICRW should finish the work that it started.

The WID evaluation team discussed the problems blocking implementation of the pilot project when it visited Project headquarters in Bandundu. Chief of Party David Olson, Director Nkoy, and Information Specialist Walter West met with the WID team and a plan was worked out to attempt to deal with them.

It is unfortunate that so many problems have delayed implementation of the pilot project because it is a sound project which could provide a model for other projects working with extension systems, specifically the Central Shaba Project and RAV. The project manager position is a key element for support of the extensionist in the field. A project manager is also needed to work with both men and women extension agents to develop a program that reaches women and meets their needs. Project management would like the individual who fills this position to develop the pilot project into a model which would have relevance for women in agricultural extension throughout Africa. The WID evaluation team concurs and therefore recommends that implementation of the pilot project be accorded considerable priority by the TA team and USAID/Zaire.

Increasing the incomes of women farmers in Bandundu is an important goal, because it is out of their revenue that health costs as well as year round costs of dried fish, oil, salt and soap are often paid. Thus an extremely important question is: How much priority will the project give to working with women on crops that women produce and sell and for which they control the income? The inclusion of cash crops controlled by men in the PP such as coffee and rubber and the fact that the project will work with for-profit firms (which may be more numerous and viable than the PVOs) poses the risk that cassava processing technology and interventions to increase productivity and output of women controlled crops may be relegated to a marginal position in project implementation. For example, the project has funded the purchase of a coffee dehuller for CAL but no specific intervention targetting women's needs has been undertaken.

When the pilot project gets off the ground, project personnel must work to prevent it from becoming a marginal effort. This can best be accomplished if an improved understanding of women's critical role in traditional farming systems leads to a USAID-wide effort to support women's farming through research, extension, and training.

Comparison with 105 (Central Shaba Project) WID Activities: A great deal of effort has been made in 102 to build women's concerns into the project in terms of collecting household information and designing the pilot project. In comparison, there is only one mention of women in the PP for 105 which refers to their potential role as farmer leaders. Despite the fact that 105 was originally geared to increasing corn production, project personnel had learned

from evaluations of the North Shaba project that research and extension on other crops was needed to spread farmer income throughout the year. After a consultant's visit, the project quickly adopted suggestions for better integrating women into the farmer leader system. Several extension agents had already begun working with women before the consultant's visit. (See annex on 105)

105's project extension system gives it the flexibility to work directly with farmers that 102 does not have. In addition 105 benefits from having an extension team largely composed of veterans of PNS. They are in a position to respond more readily to recommendations and initiatives than 102. 102 must depend on the initiatives of the NGOs, whose current activities are often not focused on meeting the needs of women farmers.

On the other hand, 102 may have advantages in terms of sustainability if it can work intensively with a few indigenous IMOs. It is far preferable to work with existing groups than to form groups for a project task which requires inputs that the group cannot sustain. This is especially true for women's groups which tend to be especially fragile and vulnerable to cooptation. Hopefully 102 will be successful in helping NGOs and IMOs develop sustainable activities which can raise the productivity and output of women farmers.

THE EXTENSION AND INFORMATION SYSTEMS
IN THE
CENTRAL SHABA AGRICULTURAL DEVELOPMENT PROJECT
660-0105

Project Purpose: To increase the production of corn in Shaba, relying to the extent practicable on private sector interests mobilized to induce and support small cultivator productivity.

Duration and Funding of Project: 15 years. First phase: \$59,020,000 (7 years)
\$33,907,00 USAID
\$800,000 Peace Corps
\$24,413,000 GOZ/Local Currency

Goal of the Project: To achieve self-sufficiency in basic food production, in particular corn. Specifically, raising corn production from 35,000MT to 85,000MT in seven years. Other goals: to increase the income of village cultivators in Central and North Shaba; to introduce self-sustaining innovations that will strengthen corn production and marketing.

Structure of the Project: The project has three main components: roads, seed multiplication and sales, and extension. In the original budget, roads takes up about 70% of the total funds; assistance to a private sector seed farm 4%; and extension 5%.

The Extension System: Experience in North Shaba (PNS) showed that a top-heavy extension system was not sustainable after external funding ceased. Thus, for the Central Shaba Project, the number of extension agents was greatly reduced and emphasis placed on a system of farmer leaders working with a small cadre of project agents to diffuse new techniques to producers.

In the PP, it was stated that many of these farmer leaders would be women, but no guidance was given as to how to work with women or meet their needs. In fact, as originally designed, the project could have worked with very few women and would not have met women's own needs to increase their agricultural productivity. Women would have been marginalized from project activities primarily because it was designed to focus exclusively on corn. Corn, when planted as a cash crop, is controlled by men. Women usually help their husbands extensively with planting, weeding, and harvesting, and they are also expected to transport the crop from field to village without male help. Women do not, however receive income earned from their husbands' fields.

Increased corn production may bring in more household revenue but it is not at all certain that this increased revenue will be used for women's needs, which are in general different from men's needs. Women generally must use their own incomes to pay for daily household expenses, like salt, soap, and dried fish as well as much of the medical and school expenses of the children. When women are required to put in more work on their husbands' corn production, they inevitably have less time to produce market-oriented crops on their own fields. The WID evaluation team found evidence that women in the project area have stopped cultivating one of their formerly two season multicropped food fields to work on the corn field. Women's increased work on corn production

and transport may even reduce the production of food for the family's own consumption. The WID evaluation team strongly recommends that the project monitor the effect of increasing corn output on women's food procution.

A second problem in the PP stems from the criteria it suggested for choosing farmer leaders. Two criteria would have effectively excluded women's participation: literacy and the ability to travel to the project research station for training. A third criteria, being married, would have even prohibited a widow who headed her own household from being a farmer leader.

Resolutions to PP Problems : Current project personnel are working to overcome the constraints to women's participation stemming from the PP design. The project's TA team is obviously motivated to work with women. USAID mission personnel highly supported their attempts to do so. The agricultural development officer for the Mission sent a woman consultant to the project to help develop effective means of working with women as farmer leaders. Even before the consultant's report on women's participation was received (Feb. 1988), some extension work was being done with women on cassava and cassava/beans or cassava/peanut intercropping.

It is interesting, however, that several women interviewed by the WID evaluation team who were working with the extension agent had planted experimental fields of corn. The team did not ascertain whether the income of these fields would belong to the women. The women meeting with the WID team focused the discussion on "their" crops: cassava, beans, peanuts and vegetables. Women were eager to get improved seeds for crops such as tomatoes and onions as these represent important new marketing possibilities for women's surplus production. The evauluation mission highly recommends that the project undertake more farm trials with improved varieties of both tomatoes and onions and whatever other vegetables women might be able to market.

As for the farmer leader criteria, project personnel agreed to drop the literacy and mobility requirements and are making efforts to choose farmer leaders from different strata of the village. A Zairian consultant to the WID evaluation team suggested that women farmer leaders be chosen by the women themselves and not by the extension agent in consultation with the village chief, as is done now. The WID team has learned most villages in Zaire have traditional women farmer leaders, a phenomena which makes the recommendation of our Zairean colleague highly pertinent.

In the village setting where a great deal of authority is still vested in the chief and his "notables", it is very important that the project attempt to work within traditional structures when they are likely to improve its ability to work with women...Project extension agents should always attempt to identify both traditional women farmer leaders and any viable women's groups in the community, rather than attempting to use their own criteria to identify women farmer leaders. Finally, the project's experimental fields must never become another form of salongo (unpaid labor for the state) for women. The experimental fields developed with and for women should be focused on women's crops and extension agents should always attempt to engage in an open dialogue with women about farming problems and techniques. This observation obviously also holds true for men.

Project Information System: The project is searching for an individual to fill the position of information officer. The information officer should have WID expertise as well as survey research and analysis expertise.

The project is also looking seriously at the possibility of adding a Zairian woman sociologist to the information office to advise on WID and community activities. This step is highly supported by the WID evaluation team as a means of continually monitoring the project's impact on women and for generating new ideas on how the project can have a positive impact on women farmers, within its current focus on testing and promoting improved planting materials.

This person will need guidance and support from the project and from USAID. It is recommended that:

- 1) the WID informationist receive training in analyzing traditional farming systems and in collecting gender disaggregated data. This training could be on-site, as it is also recommended that
- 2) a WID specialist visit the project periodically to provide guidance to the project sociologist, the information team, and to the extension agents. An external WID advisor could also help develop indicators for monitoring the project's progress in working with women.
- 3) The project sociologist should be put in touch with other projects in Zaire which are developing new ways to work with women. For example, she should visit the pilot project for women at Lusekele when that starts up. Other resources include INADES, Kinshasa, Solidarite Paysanne (UWAKI), Bukavu, and the Rural Development Institute in Bukavu.
- 4) The project should conduct further research and production trials on crops which are controlled by women. It may be necessary to carry out a small survey among women farmers to ascertain which crops they actually control and which have market outlets in particular areas.

Project personnel are to be highly complimented for the work they have already done with women. To date, 242 women have been identified as farmer leaders out of a total of 869. Two women extension agents have been hired and a recent training session for extension agents dealt with how to choose women farmer leaders and how best to work with women. 800,000 cassava cuttings are available to farmers, 11.9 T of bean seed was multiplied and 4 T of soya, and 64 demonstration fields of cassava and 71 of cassava and beans have been planted.

The WID evaluation team believes that by promoting a better overall understanding of women's farming in Zaire, the 105 project and USAID will be able to effectively fulfill an important aspect of USAID's mandate: to improve the standard of living for the rural poor. Interventions which address the production, processing and marketing constraints on women's crops need not supercede the project's original goal of increasing corn production. They will, however, help to assure that the benefits from increased production for the market accrue to all members of the family: men, women and children.

PRIVATE SECTOR SUPPORT PROGRAM
660-0120

Recommendations

1. Studies suggested in the PP which address women's concerns should be carried out as part of a systematic investigation of the role of women in Zaire's economy. Collaboration with the World Bank's new initiative on the impact of structural adjustment on women would give these studies added depth. Any other studies funded under the project should gather gender-disaggregated data.
2. Monitoring of firms receiving assistance under the PSSP has been suggested in the PP and a sample questionnaire is included. This questionnaire needs to be examined by a WID specialist and pre-tested for feasibility and further refinement.
3. Another important study suggested in the PSSP would study industries with links to local agriculture. Finding ways to link up agricultural supply with industrial demand is key to Zaire's development. The increased production which results could raise women's incomes if the crop was one which women control. The industrial use of cassava might be researched as well as vegetable and fruit canning or processing industries. One woman entrepreneur, for example, has built a business freezing traditional Zairian dishes for Kinshasa supermarkets but has had difficulty getting credit (Source: ANEZA/PME/Cooperation Francaise Project for small and medium enterprises). Soja, peanuts and beans are other women's crops with potential for rural processing industries. Home and village based processing of cassava prior to its sale to industries should be investigated as a constraint to be dealt with if women are to benefit from such sales.
4. Despite "common wisdom" about women's productivity in the workforce, there are probably no studies on this for Zaire. As mentioned in the PP, one entrepreneur interviewed has a candy factory in Kisangani (SORGERI) employing 50 women. They sponsor a women's basketball team and are pleased with the productivity levels of the women employees. Frequent pregnancies are cited as the reason for not employing women, but it is possible that women's higher on-the-job productivity makes up for absences due to pregnancy. Though families are large in Zaire, there is more "built in" childcare in Zairian households than in American households. We recommend a study directed at alleviating constraints on the employment of women.
5. Women traders are a powerful force in Zaire and many have accumulated substantial wealth in the "informal economy." (See Janet Mac Gaffey's book : Entrepreneurs and Parasites, Cambridge University Press, 1987.) Peace Corps volunteers have reported that in Bandundu fish farmers wives have a much better sense of how to market fish than do their husbands. In a Zairian household, women are often both the prime agricultural producers and also the market experts.

Women currently have restricted access to credit, especially in the banking system, due to laws requiring husband's permission to engage in economic activities.. Separate incomes and budgets are very common in Zaire, and women are reluctant to give their husbands control over their money. Women are therefore reluctant to use the banking system because current rules give a husband access to his wife's account while denying the wife access to his. The PSSP, in its dialogue with the GOZ and with commercial banks, should work with the World Bank toward changing this discriminatory policy in the banking sector.

SMALL PROJECT SUPPORT PROJECT
660-0125

Goal of the Project: To improve the standard of living for populations of the areas assisted as measured by income, agricultural production and access to health care.

Purpose of the Project: To increase support for community-based small-scale development activities in rural areas which respond to USAID priorities in Zaire and can be sustained by the local population (using local PVO intermediaries).

Duration and Funding of Project: \$6 million over 5 years. Local currency funding depends on availability of counterpart funds.

Structure of the Project: An Umbrella Management Unit contracted to a U.S. PVO will screen PVO proposals, provide technical assistance to PVOs to develop proposals, contract for pre-project feasibility studies, handle procurement of commodities, monitor subproject performance and impact, and handle all other administrative duties related to the project, together with the USAID General Development Office project officer. One member of the UMU will be responsible for PNPF (Programme National de Pisciculture Familiale) liaison and any other fish culture activities proposed under the project by PVOs. The Chief of Party and the Financial Manager make up the rest of the expatriate staff. A Zairian will staff a small Shaba liaison office.

PVOs submit proposals for projects in the domains of public health, transport infrastructure and agriculture within the Regions of Shaba or Bandundu. Examples include installing wells and water pumps in the Central Shaba Region, refurbishing a hospital or a series of rural clinics, building or repairing bridges on an agricultural access road. Minimum project amount is \$100,000 but PVOs will be encouraged and assisted to group smaller projects together. For example, a Catholic Diocese may renovate several rural clinics or buy mills for corn and cassava grinding for several parishes. Assistance to PNPF takes up a large percentage of the budget, as do USAID and UMU management costs. The dollars will be used to purchase commodities and pay expatriate salaries, and the local currency to finance local salaries and local purchases. The PP team found that most of the PVOs contacted had greater need for local currency than for imported commodities because of maintenance costs of imported commodities such as vehicles.

Design of the Project: The PID was written by PDO Project Officers. It was conceived as a follow-on project to the previous PVO Economic Support Project (660-0097) which was managed by a U.S.-based PVO, ORT, and funded three subprojects: 1) training, technical assistance and commodities support for SANRU health zones with the ECZ, Eglise du Christ au Zaire (ECZORT subproject); 2) construction of bridges and culverts in Bandundu with DPP, a local PVO; 3) construction of a minihydro with a Protestant mission in Haut Zaire. The 097 project was considered to be successful overall, especially the ECZORT component which aided SANRU and the DPP subproject. The Umbrella

Management Unit was a successful and efficient way to group together small projects. The new SPSP (125) was designed to fund subprojects which have a consistent and unified goal of sustainable rural development.

Previous Efforts to Integrate WID in PVO Projects: In the previous PVO Economic Support Project only the SANRU support project, ECZORT, made an effort to target women's groups for training, integrate women's concerns and monitor the impact on women, consistent with SANRU guidelines. This is because, as a basic rural health project, a major part of SANRU's focus is on healthy pregnancy and delivery, and on child survival. On the other hand, the baseline study for the Koda minihydro did not collect gender disaggregated data. Also, the community projects requiring electrification are geared toward men: running a garage and operating a coffee grinder. The possibility of using the electricity for running grain mills has been discussed, however.

Preparation of the PP: The PP team chosen was from a woman-owned business. The team was headed by a recognized expert in project design. The original plan was to have the firm which designed the project be the implementing organization as well. This plan was contested, however, by U.S. PVOs who objected that the firm is a for-profit organization.

In the PP, project guidelines give priority to subprojects developed with input from women or women's groups and which are designed to meet women's needs. Pre-project feasibility studies are required which take into account women's roles in the household and in production, the division of labor and women's access to resources. Women's community groups, such as communal farming groups attached to a parish, are a target beneficiary group.

Recommendations: Despite the elements mentioned above built into project design, it is recommended that the UMU follow these steps to assure that women and women's concerns are integrated into the project.

- 1) One member of the UMU expatriate staff should have proven WID expertise and expatriate and Zairian staff should participate in WID training.
- 2) Pre-project feasibility studies should research women's needs and concerns and constraints to their participation. To accomplish this goal, women or women's groups must be interviewed separately, preferably by a woman. Experience has shown that women talk much more freely to other women than to a man. Studies should be designed using analytical materials available in the (to be developed) WID library at USAID, especially the forthcoming Gender Information Framework being developed by PPC/WID.
- 3) Women's committees of PVOs should be contacted and consulted in all phases of subproject design and implementation. If there is no women's committee, a local WID advisor should be appointed to subproject committees.
- 4) Monitoring of subprojects should examine how subproject tasks affect women's labor burden as well as access to resources and revenue. Sustainability should be key to every project and this should take into account use of facilities and involvement in activities sustaining the facility. Example: In a subproject to construct a health clinic with a maternity ward examine the extent to which women are using the maternity ward by looking at patient records and interviewing women in the surrounding area. Are both official and "unofficial" fees affordable for women? Are women

integrated into the village health council? Are they expected to contribute labor or goods for the construction and running of the clinic?

5) Peace Corps volunteers working with the fish culture subproject should continue to encourage fish farmers to involve their wives in the marketing of fish and to share the revenue of the harvest with their wives. This suggestion could become more institutionalized if PNPF staff and volunteers are trained in basic household economics and farming systems, especially the staff venturing into integrated agriculture. Fish farmers' wives' meetings should be designed to encourage women to talk about their needs and concerns. Peace Corps should be aware, however, that in the past wives' meetings have been used by local officials to harangue women to work harder for their husbands.

ANNEX III

WOMEN AND AIDS

In all cultures women are vulnerable to being infected with the human immunodeficiency virus (HIV) not only through their own actions but also through the actions of others. In Zaire, women's vulnerability arises both through the behaviour of their sexual partners and through their own sexual behaviour. It also results from the extensive use of blood transfusions and injections during pregnancy in both the modern and the traditional health sectors.

Kinshasa data for 1988 indicate that more women than men are infected with the virus (1.3 to 1). Most infected women are in the 15-30 age group and in this age group nearly three times more women than men are infected. About 7% of pregnant women are infected.

The USAID/Zaire strategy for confronting AIDS, formulated in July, 1987, focuses on three main areas: prevention of transmission, training, and research. This strategy has been implemented in an effective manner.

The program has focused on education and prevention interventions for women with multiple partners, the development and use of training materials for health care workers, and on education and prevention for the general population.

Problems associated with screening the blood supply are being addressed through the evaluation of HIV rapid tests. Two private sector employee studies have made an important contribution to understanding the economic impact of the epidemic.

The program has benefited both women with multiple partners and women in general through education and condom distribution programs, but a more specific focus on gender issues would now be appropriate. There is a need for a sensitive analysis of the impact of the epidemic on women, the identification of the particular ways women are vulnerable to infection, and the design of program interventions specifically for or of direct benefit to all women.

Prevention of transmission and training

The most significant mode of transmission of the human immunodeficiency virus in Zaire is sexual with perhaps 80% to 85% of all cases having been infected through sexual contact.

Studies have been undertaken on one "prostitute" population, but in addition to studies, there is an urgent need for preventive interventions for these women: counseling, education, and access to condoms. The Mission is assisting Project SIDA to strengthen and extend its program of clinical care, social support and education for women with multiple partners who attend a

clinic in Matonge. Since there is some indication that the majority of these women may be infected and since many of them have children to support, counseling and other support measures should focus not only on the prevention of transmission to their clients, but should also take into account their own needs as infected individuals and as mothers.

The AIDS program has made a significant contribution to ensuring a more accessible supply of high quality and affordable condoms. With a seroprevalence rate in the adult population of around 8 percent, almost any sexually active person may be at risk of infection.

All sexually active women need to be made aware that they are at risk of sexual transmission through their own behaviour and through the behaviour of their partners. All women need to be better informed about protective measures. Educational strategies must focus on the need to strengthen women's ability to negotiate safer sex and must emphasize the consistent and proper use of quality controlled condoms.

The security of the national blood supply must be strengthened. The use of blood transfusions during pregnancy and birth and the extensive use of injections for all types of illnesses should be reassessed and in many cases reduced. The high incidence of anaemia in pregnant women in Zaire has made them vulnerable to HIV infection through blood transfusions.

All health workers are at risk of occupational transmission if injection control and accident prevention procedures are not followed. Where there are high rates of infection among pregnant women, traditional birth attendants are particularly at risk since few have the information or the means to prevent transmission. USAID/Zaire's AIDS strategy involves developing an AIDS education component for health care workers in USAID funded health sector projects. Within this approach, special attention needs to be paid to traditional birth attendants.

Research

All AIDS related research data, including clinical, social, and economic data, need to be disaggregated by gender. The gender division of labor, education, and responsibilities in Zairian society suggests that the social and economic impact of the epidemic will be different for men and women. Research into the sexual transmission to and by women will need to identify economic and cultural factors which increase women's risk of becoming infected.

More culturally sensitive and accurate data is particularly needed on the sale or exchange of sexual intercourse by women. The use of the term "prostitute" has often blurred important differences in these matters.

More clinical research is needed to determine whether the clinical manifestations and natural history of infection in women in Zaire differs from that in men.

82

The potential role of women leaders and women's organizations in AIDS education and prevention needs to be better understood and exploited. More training programs should be developed for urban women's organizations and for rural associations which provide financial help for families suffering illness or death. Women's groups might also become conduits for the provision of condoms.

CONCLUSION

The HIV epidemic is in its infancy in Zaire, as it is in all of sub-saharan Africa. The full impact of the epidemic will not be visible or felt for 5 to 10 years or more.

The USAID project at the School of Public Health has developed a model to determine current patterns and to predict future trends in the incidence and prevalence of HIV infection and AIDS. Preliminary results predict a sharp increase in seroprevalence to 35% of all adults in Kinshasa by the year 2000.

The worst case scenario for the epidemic will necessitate the redeployment of most development resources to combatting the epidemic. It could render other interventions in most sectors of the economy ineffective.

The worst case scenario is not, however, inevitable. The School of Public Health AIDS model shows that if interventions achieve a 25% condom use rate among casual sexual partners and a 50% use rate among women with multiple partners, the incidence of HIV infection could be reduced by one third in ten years. The potential impact of other interventions appears to be minimal. Timely and effective interventions could significantly retard the spread of the virus and reduce its potentially devastating social and economic impact on both women and men.

63

ANNEX IV

SUGGESTIONS FOR DEVELOPING GENDER-SENSITIVE PROJECT AND PROGRAM IMPACT INDICATORS

Jeanne Koopman Henn

Introduction

This annex makes suggestions for the development of gender-specific indicators to measure (1) the impact of structural adjustment policies on rural men and women and (2) the impact of project interventions on men and women. The types of impact indicators sketched here should be evaluated both in terms of their feasibility and usefulness by the mission's research division and by the new project information divisions of the Central Shaba and Bandundu Area Food Production and Marketing Projects. Some are more complex than others, but I hope that they will at the very least provide a few concrete examples of the type of gender-disaggregated data project and program impact assessments should make some attempt to gather.

Measuring the Impact of Structural Adjustment Policies

Changes in rural-urban terms of trade have been cited by previous mission studies as appropriate indicators of the effects of price liberalization policies and of policies leading to the reduction of tariffs, taxes, and other trade barriers on imports and exports. This section indicates an approach to developing sex-specific rural-urban terms of trade indicators.

A rural terms of trade price index measures changes over time in the price relations between a typical market basket of rural purchases and a typical structure of rural income sources. The WID evaluation mission report emphasizes that changes in rural terms of trade have different effects on rural men and women due to the fact that men and women have different sources of monetary incomes and different expenditure patterns. This feature of rural family economies makes it possible to disaggregate men's and women's market baskets and income structures.

While the proxy male and female terms of trade indices which might be developed by disaggregating income and expenditure patterns by gender are likely to be fairly imperfect instruments, they will nevertheless probably give a better indication of the impact of structural adjustment policies on women's versus men's welfare than can be estimated by normal measures of urban-rural terms of trade.

The first step in developing gender-specific rural terms of trade indices would be to disaggregate men's and women's typical

market baskets of annual purchases. The best way to determine the composition of sex-disaggregated market baskets is to conduct a random sample survey of household expenditures to determine the relative weights of sex-specific expenditure items in average annual expenditures of men and of women.

Since sex-disaggregated expenditure studies are fairly rare and may not already exist in the literature on Zairian rural household economies, it may be useful to conduct a sex-disaggregated study of both expenditures and sources of incomes. Before mounting this type of study, however, the Mission should investigate the possibilities for several donors to collaborate on a large research project to measure the social dimensions of structural adjustment by doing a major survey of household incomes and expenditures on a sex and age-disaggregated basis. The World Bank has apparently sponsored such a study in the Ivory Coast which has already collected this type of data annually for four years.

Alternatively, a few expenditure items which are known to feature prominently in men's and women's expenditure patterns could be aggregated into a roughly weighted set of gender-disaggregated price indices. A weighting scheme could be developed from the recently completed INS (Institut National de la Statistique) household expenditure survey. The data for Bandundu is a good approximation of the shares of household budgets spent on different categories of expenditures. The weights will need to be disaggregated by sex taking into account the types of items predominantly purchased by men and by women.

Items which should probably be included in rural women's market baskets are: dried and/or smoked fish, salt, laundry and/or personal soap, parafin, cooking pots, the costs of children's immunizations and clinic visits, and simple school supplies like pencils and paper. There are also indications that women pay a significant portion of school fees.

Items which might be included in men's market baskets are indicators of expenditures on rural housing like the cost of wooden doors and sheets of metal roofing, a six meter piece of Zairian wax print, ready-made clothing like pants and shoes, bicycles, radios, school fees, and beer. (Men are expected to buy their wives and children one outfit of clothing per year; women may also buy additional items of personal and children's clothing. Men may also pay secondary school fees.)

Indicators of women's incomes would be the farm-gate or village price of cassava (using the price of a bag of dried cassava tubers), the price of traditional corn varieties (men control primarily the new hard-kernel corn varieties), and perhaps the price beans and of a widely-sold vegetable product. Again it would be useful to have survey data which indicates the

approximate percentage of women's incomes accounted for by these products.

Indicators of men's incomes would be the farm-gate price of a bag of hard-kernel corn and of rice as well as the farm gate prices of export crops widely produced in Zaire. The price of fish produced in men's fish culture enterprises might also be included.

Measuring the Impact of Projects on Men's and Women's Incomes and on Family Welfare

The sex-disaggregated rural terms of trade indexes can be multiplied by changes in the quantities of men's and women's products sold to produce income terms of trade. Income terms of trade indexes indicate changes in the actual purchasing power of men and women as distinct from the effects of price changes alone which the simple terms of trade indexes estimate. The income terms of trade are more appropriate indicators of the impact of projects on men's and women's purchasing power.

If income terms of trade are too complex to estimate in the short term, project studies can and should develop additional impact indicators.

Prices and quantities produced and sold of men's and women's major crops are important indicators of the impact of agricultural projects. Projects which pay primary attention to male-controlled crops should always try to measure the impact of increasing production and sales of men's crops on women's food production and sales. Most agricultural projects should measure the prices and sales of cassava, women's predominant cash crop.

Malnutrition indicators and perhaps even child mortality data can provide proxy indicators of a project's impact on family welfare for both health and agricultural projects. This type of data might be available in rural health zones. Baseline indicators of nutritional status in various regions might be available from CEPLANUT studies.

All projects should attempt to measure changes in the allocation of men's and women's labor resulting from project interventions. A first step here would be to investigate changes in the seasonal field clearing, crop cultivation, and crop processing activities of men and women.

Projects which determine that women's labor is being increasingly allocated to produce male-controlled crops should determine whether or not women are simultaneously reducing their labor on women-controlled food fields. A simple indicator would be to note changes in the number of fields a woman plants per

year. An estimate of the value of women's monthly cassava sales is also a good indicator of changes in women's incomes.

Projects which attempt to improve the productivity of women's food processing tasks might attempt to determine how this intervention is affecting women's agricultural production and marketing. Is a reduction of processing labor times positively correlated with increasing crop sales by women or by men?

Projects which promote non-agricultural enterprises like fish culture should attempt to measure their impacts on both male and female incomes and labor times.

It may not be an efficient use of project resources to conduct large-scale sample surveys to gather the types of sex-disaggregated project impact data suggested here. I hope, however, that these suggestions will both provide some indications of the more easily measured impact data which project information units could collect, like whether women are planting food fields for one or two seasons and whether or not they are increasing their sales of cassava, and will also provide relevant conceptual inputs for the design of the more complex studies periodically sponsored by USAID.

ANNEX V

WOMEN'S EDUCATION AND USAID-ZAIRE TRAINING PROGRAMS:
A PRELIMINARY SURVEY OF SEX-DISAGGREGATED DATA

PREPARED BY DR. KANYA-NGAMBI MUSINDU
CONSULTANT, PROGRAM EVALUATION OFFICE
USAID - KINSHASA
21 OCTOBER 1988

58

TABLE OF CONTENTS

- 1.1. Zairian Education and Gender Related Policies
 - 1.1.1. A Constitutional Right
 - 1.1.2. National Strategy
- 1.2. Education System National Figures
 - 1.2.1. Literacy Rates
 - 1.2.2. Primary Education
 - 1.2.3. Secondary Education
 - 1.2.4. Higher Education
- 1.3. Manpower Training Institutions
 - 1.3.1. GOZ Training Institutions
 - 1.3.2. NGO Training Institutions
- 1.4. Constraints to Women's Education and Training
 - 1.4.1. Formal Education
 - 1.4.2. Non-formal Education
- 1.5. Kinshasa Post-Secondary Graduates Unemployment
(Opportunities to Employ Women)
 - 1.5.1. Employment and Unemployment in Zaire
 - 1.5.2. Kinshasa Men/Women unemployment
 - 1.5.3. Women's Employment Constraints
- 1.6. USAID-Zaire's training Program
 - 1.6.1. HRDA Project Targets and Projections
 - 1.6.2. Projects' Actual Training Record
- 1.7. Conclusion and Recommendations

REFERENCES

LIST OF PERSONS VISITED.

TABLES

- Tables 1 and 2 : Primary Education Statistics
 - Table 3 : Primary Education 1st and 6th graders
 - Tables 4 and 5 : Secondary Education Statistics
 - Table 6 : Professional and Technical Secondary Education Statistics
 - Table 7 : Higher Education Statistics 1982-83
 - Table 8 : Zairian Women in Higher Education 1974-1979
 - Table 9 : College Graduate Unemployment
 - Table 10 : USAID-Zaire Participant Trainees by Project
 - Table 11 : USAID-Zaire Training : Summary Data on all Projects
- 69

1.1. ZAIRIAN EDUCATION AND GENDER RELATED POLICIES

1.1.1. A Constitutional Right

"... all Zairians, men and women, are legally equal and entitled to equal protection under the laws. No Zairian may, in matter of education and public employment nor in any other manner, be discriminated against by legal procedures or government action, because of his (her) religion, racial or ethnic background, sex, birth or residence."(1)

1.1.2. National Strategy

The following quotation from President Mobutu Sese Seko of Zaire stresses the will of GOZ to treat women and men equally. His creation of the Department of Women Condition on February 8th, 1980 - expanded to include the "Family" in 1985 - confirms the national strategy for women in Zaire.

"... this integration of the Zairian woman, we want it at all levels, even in matter of laws where we want to definitively end all the forms of discrimination against the Zairian woman... We want to recognize that the Zairian mother has the rights granted her by her quality of equal partner to man."(2)

Two out of the four major activities planned nation-wide, are related to education and training: (1) war on illiteracy
(2) extension of the different training and agricultural extension programs to involve women's participation.

1.2. EDUCATION NATIONAL FIGURES

1.2.1. Literacy Rates

According to the World Bank 58% of Zairians are literate.
The Urban Literacy Rate is 79.8% for males
and 61.4% for females

Village Literacy Rates 68.8% for males
38.0% for females (3)

(1) Zaire Constitution, amended on 24th of June 1967, Art. 12.

(2) President Mobutu's speech given during the IIIrd Ordinary Congress of MPR (Popular Movement of the Revolution - State Party), on December 7th, 1982.

(3) EDOZA Report, 1977

In comparing these figures, one has to conclude that efforts to improve Zairian women's literacy rates are not having a significant effect in rural areas where more than 60% of Zairian women are still illiterate. Women in urban areas are catching up faster.

Thus, greater efforts must be deployed to better educate the Zairian woman living in the villages.

1.2.2. Primary Education

The data collected clearly indicate that girls' participation rates in primary education are improving over time. They went from 20% in 1960 to 43.9% in 1987. However, this means girls are still far behind boys in attending Zairian primary schools. (4)

Even though Table 1 seems to show a real growth in student participation (girls and boys) from 1962 to 1987, actually the increase stopped in 1983-84. As the figures show, in 1986-87 girls and boys enrollment decreased throughout the system. The GOZ not being able to maintain an adequate infrastructure or build new schools, the system continues to deteriorate and to admit fewer students. This trend will go on unless drastic measures are taken to upgrade the educational system.

Table 2 indicates girls' participation rates in all the regions of Zaire. Kinshasa has the highest percentage of girls in its primary schools, followed by Shaba. Bandundu comes in fifth out of nine regions.

Table 2 indicates that girls' participation rates in Bandundu have constantly been below the country's averages except in 1979-80 and 1986-87 when they were almost equal to the national average.

Shaba girls, in the other hand, have had a higher or similar participation rate than the country averages. Both regions show almost the same percentage in 1986-87 (43.9% - Shaba and 43.5% - Bandundu).

Table 3 shows that girls enrolled in Kinshasa tend to remain in school and to graduate from primary school more than primary girls in Bandundu and Shaba.

In terms of schooling rates, our data show that girls in Kinshasa have a primary schooling rate of 87.0% against 62.9% for Bandundu and 81.1% for Shaba. The national schooling rate at this level being 71.8% for girls, Bandundu girls are again worse off than the average Zairian girl of her age for schooling while the Shaba girl is doing better than average.

1.2.3. Secondary Education

According to the data collected, only 28.5% of Zairian girls attend secondary schools against 70% or more of Zairian boys.

(4) See Tables 1 and 2.

Table 4 indicates that both Bandundu (27.7%) and Shaba (26.8%) have a smaller percentage of girls participating in secondary education than the national average (28.5%) which is itself lower than the percentage of girls enrolled in high schools in Kinshasa (43.3%).

Tables 5 and 6 show secondary schools participation rates for Kinshasa, Bandundu, Shaba and the nation for school year 1986-87 : General and Technical Secondary Education.

Tables 5 and 6 indicate that only 29.8% of the students enrolled in normal and general secondary education are girls, whereas in professional and technical secondary education, 31.3% of the students are girls.

Table 5 also shows that Bandundu secondary schools have higher female participation rates than the national average. The Shaba rate is below the national average. Thus, it can be concluded that more girls in Bandundu attend high schools (general and technical) than the national average while Bandundu boys' percentage lag behind the same national average for boys. Shaba girls' percentage of participation is lower than the national average for both sections (normal and general education on the one hand) and (professional and technical secondary education) where it is further behind. Shaba boys, however, have a higher participation rate than the national average.

1.2.4. Higher Education

The analysis of our data indicates that only about 13% of all students in higher education programs are women. Tables 7 and 8 show women's participation at the University and College levels. The data available is incomplete (with no gender-specific data available for the Universities of Kinshasa, Lubumbashi, and Kisangani) and only partial sex-disaggregated data for some institutions in 1986-87.

Table 7 shows that women comprise between 5% and 26% of graduates in specific disciplines. Women's lowest participation is found in engineering (5%) and biology (6%); the highest in pharmacy (26%).

Table 8 indicates the percentage of women students in higher education from 1974-75 to 1978-79. The overall data show that women's participation in university training went from 5.8% (1974-75) to 8.8% (1978-79) and in colleges (Instituts Supérieurs) from 16%-18% (1974-75) to 15%-16.9% (1978-79), a decrease. The percentage of women in all types of higher education went from 9.6% in 1974-75 to 12.8% in 1978-79.

(5) World Bank in Zaire Education Project III's report and Département de l'Enseignement Primaire et Secondaire/Planification-Statistiques) 1988.

1.3. MANPOWER TRAINING INSTITUTIONS

1.3.1. GOZ Training Institutions

A complete listing of accredited schools is available from the Département de l'Enseignement Primaire et Secondaire (6) and the Département de l'Enseignement Supérieur et Universitaire (7).

1.3.2. NGO Training Institutions

A quite complete listing of NGO training institutions is contained in the paper "Private Sector Training Needs Assessment and FY 88 - FY 92 Country Training Plan", Human Resources Development Assistance (HRDA) Project, USAID-Zaire, September 1988 by Deborah M. Orsini and David P. Harmon Jr., and in the "HRD Strategy and Five-Year Training Plan 1988-1992, USAID-Zaire, Dec. 3, 1987.

1.4. CONSTRAINTS ON WOMEN'S EDUCATION AND TRAINING

1.4.1. Formal Education

The majority of Zairian women live in rural areas where some parents keep their daughters from attending formal schools: Early marriages and early pregnancies in both urban and rural areas also force girls to quit school. Family traditions and jealous husbands keep some women from traveling overseas or away from home in order to gain long-term training.

1.4.2. Informal Adult Education

Women's training in non-formal institutions most often takes place in-country and on a short-term basis. Training in third-countries or overseas on a long or short-term basis is not encouraged by many families or husbands. Married women and mothers of small children encounter a serious handicap in getting training. See Louise Thibault-Normand (8).

1.5. KINSHASA POST-SECONDARY GRADUATES UNEMPLOYMENT
(Opportunities to Employ Women)

-
- (6) See Citoyen NZUZI PELA LUMENE' Chef de Division, Département de l'Enseignement Primaire et Secondaire (Planification - Statistiques)
 - (7) See Citoyen NZAMU-KWEREKA, Directeur, Département de l'Enseignement Supérieur et Universitaire, Planification - Statistiques
 - (8) "Rapport de l'Intégration de la Femme au Développement au Zaïre" (Phase I), 1986 and "A Profile of Training Opportunities for Women : Tanzania" by Barbara Howard and Barbara Wyckoff-Baird, Sept. 1988 (draft)
- 63

1.5.1. Employment and Unemployment in Zaire

2,300,000 people are estimated to have been employed in the urban sector in 1985. Only 35% of jobs are in formal sector. Women hold only 4% of all jobs in this sector. 65% of all employed persons work in the informal sector. Of surveyed informal sector jobs, 35% are filled by women (9).

In 1984, 60% of the urban population between 15 and 60 years of age was unemployed. 37% of men and 81% of women in that age bracket did not have formal or informal sector jobs.

1.5.2. Kinshasa Post-Secondary Graduates Unemployment

Table 9 indicates the number of unemployed Zairian women and men with College and University degrees who were registered at the "Département du Travail et de la Prévoyance Sociale" from 1986-1988.

The same table shows that women college graduates account for 13% of college graduates looking for a job in Kinshasa. 42% of these women have a degree in general education and 58% have a technical degree.

USAID-Zaire could play a more effective role in helping to upgrade the skills of these women by hiring them and providing them with training. The GOZ is currently in no position to resolve the critical unemployment problem in Zaire.

1.5.3. Women's Employment Constraints

Women do not find employment in Kinshasa for all kind of reasons: lack of sufficient employment for most college graduates at all levels of training, lack of experience, training in the wrong field or unrelated to the current job market, gender-discrimination, husbands who will not allow their wives to work for fear of infidelity and/or sexual abuse by bosses and male co-workers, maternity leaves, lateness to work and absences when taking care of their babies, etc...

A few women met at the Department of Labor were complaining about their lengthy unemployment - up to four years. One woman remarked that "you have to be single, pretty and always available to get hired in this town."

(9) See "HRDA, Project Paper (698-0463), AID, July 1987, p. 4 and "Private Sector training Needs Assessment" Human resources Development Assistance (HRDA) Project - USAID-Zaire, September 1988 by Deborah M. Orsini et Cie, p. 14.

1.6. USAID-ZAIRE'S TRAINING PROGRAM

1.6.1. HRDA Project Targets and Projections

"Over the five-year life of the HRDA project, it is estimated that 290 Zairians will enter the project's short-term technical and long-term academic training programs. As planned, these men and women will be drawn from and returned to the public and private sectors." (10)

USAID-Zaire plans to train about 50% of these Zairians in in-country programs, 29% in third-country technical and academic programs, and about 21% in U.S. technical and academic programs.

According to AID/Washington guidelines, 35% of HRDA project trainees must be women (11).

A close look at the actual sex distribution of other projects trainees over the past seven years will show that USAID-Zaire must triple the numbers of women it has thus far trained from project funds in order to meet the 35% target for women's participation in its project-sponsored training programs.

1.6.2. USAID-Zaire Training Records

This writer had a difficult time in analyzing the data obtained from the training office. The available data on project trainees are not gender-specific. Our attempt to disaggregate training records by sex was even made more complicated by the fact that Zairian names do not discriminate women from men. USAID staff members had to personally remember who was a man or a woman. USAID-Zaire should keep clear gender-specific records of participants involved in its projects.

Tables 10 reports short and long-term participant counts by project. Table 11 shows that between 1981 and 1987, USAID-Zaire has trained and is still training a total of 321 participants of whom 192 were in long-term training and 198 on short-term training.

Only one woman was given long-term training from 1981 to 1987 versus 191 men. The 26 women sent for short-term training during this period represent only 13% of total participants in short-term training programs. Thus of all persons trained in both long and short-term programs, only 9% were women.

(10) See "Human Resources Development Strategy and Five-Year Training Plan : 1988-1992;" USAID/Zaire, December 3, 1987 by Jana M. Glenn-Ntumba, p. 26.

(11) Ibidem, pages 13 and 14.



These statistics show that USAID-Zaire must make strenuous efforts to increase the participation of women in its training programs. This is particularly essential for long-term training.

New efforts to increase women's participation in project training programs were made in 1988. This year 19% of total long-term trainees are women, and 29% of participants in short-term training programs are women. If effective efforts are deployed between now and 1992, USAID-Zaire could bridge the gap for women's participation.

Although current A.I.D. policy requires "substantial participation" by women in all training programs (12), the 1987 USAID-Zaire training strategy paper states that "most women do not hold the requisite background or position that qualifies them as candidates for the kinds of academic or technical training generally offered under USAID training programs" (13).

Our data on unemployed university graduates indicate that in Kinshasa alone there are many women with higher education degrees whose skills could be upgraded in order to qualify them for professional employment in USAID projects or in the private sector. There are more of women candidates unemployed in technical fields than in general education.

1.7. CONCLUSION AND RECOMMENDATIONS

In order for women to fully participate in the development process and to share in its benefits equally with men, USAID-Zaire should become more assertive and determined in its efforts to train more Zairian women.

One approach would be to contact Citoyen Markani, Director of Employment and Training at the Office of the Commissaire d'Etat au Travail et à la Prévoyance Sociale for consultation. His services maintain records on post-secondary graduate women in all fields who need work and more training (14).

There are also several women in government agencies and private sector who might benefit from USAID training. More systematic approaches must be devised to improve USAID's identification and selection processes in order to increase the number of women trained.

(12) See "The Percy Amendment to the Foreign Assistance Act".

(13) See "HRD Strategy and Five-Year Training Plan : 1988-1992;"
USAID/Zaire, December 3, 1987 by Jana M. Glenn-Ntumba, p. 14.

(14) Appropriate forms are included for candidates' names request, etc... N6

The HRDA's strategy for increasing women's participation in long-term training seems very appropriate for Zaire (15). It recommends

- (a) increasing efforts to recruit women;
- (b) selecting training sites which positively influence the ability of Zairian women to take advantage of training opportunities;
- (c) adjusting selection procedures so that more women qualify for AID training;
- (d) collaborating with the "Condition Féminine et Famille" Department officials and other women's associations to encourage entry of Zairian women into new professions and more job related training programs;
- (e) promoting efforts which increase the number of female students in science and math programs at the secondary school level.

USAID-Zaire can help the GOZ stop wasting a resource that is key to the success of many development activities. Any positive impact on Zairian women today is a positive impact on Zaire as a whole tomorrow.

(15) HRDA-Project Paper (698-0463), AID, July 1987, p. 4

67

R E F E R E N C E S

1. Zaire Constitution, 1967
2. Recueil des discours du Président de la République du Zaire, Centre de Formation des Cadres du Parti, 1982
3. EDOZA, Rapport de 1977
4. Indicateurs Socio-Economiques Africains. CEA, 1983, Annuaire Statistiques de l'UNESCO, 1983 for Zairians, 15 years and older
5. World Bank, Cahiers du CEDAF (N. 6, 1985)
6. Rapport de l'Etude sur l'Intégration de la Femme au Développement au Zaire (Phase I), par Louise Thibault-Normand 1986.
7. Département de l'Enseignement Primaire et Secondaire (Planification - Statistiques) et Banque Mondiale, IIIe Projet Education Zaire, 1988
8. Portraits de Femmes : Les Intellectuelles Zairoises, les Cahiers du CEDAF N. 6, Octobre-Novembre 1985
9. Liste des Données Signalétiques des Etablissements de l'Enseignement Supérieur et Universitaire - 1986-1987 (Enquête D.S.U.) par SOBEMAT/Project PNUD 85/014, 1988
10. Liste des Effectifs Mentionnés pour les formations assurées par les Etablissements d'Enseignement Supérieur et Universitaire (Enquête D.S.U.) par SOBEMAT/Project PNUD 85/014, 1988
11. "A Profile of Training Opportunities for women : Tanzania" by Barbara Howard and Barbara Wyckoff-Baird, September 1988 (Draft)
12. "Private Sector Training Needs Assessment" HRD Assistance (HRDA) Project USAID-Zaire, September 1988 by Deborah M. Orsini and David P. Harmon, Jr.
13. "Human Resources Development Strategy and Five-Year Training Plan : 1988-1992;" USAID/Zaire, December 3, 1987. by Jana M. Glenn-Ntumba
14. Report on "USAID-Zaire Training Activities" by Kamal Zein, December 29, 1986
15. Femme et Société au Zaire, Eléments Bibliographiques, by Prof. Tshungu-Pramesa and Ass. Nkunga Makengo Nsumbala, Lubumbashi, 1987
16. "Human Resources Development Assistance" (HRDA) Project Paper (698-0463) USAID, July 1987

68

TABLE 1 : SELECTIVE STATISTICS COMPARING GIRLS RATES TO BOYS PARTICIPATION
RATES IN PRIMARY EDUCATION 1962 - 1987

SCHOOL YEAR	GIRLS	BOYS	TOTAL	% GIRLS
1962 - 1963	504.850	1.332.282	1.837.132	27.5
1972 - 1973	1.261.778	2.030.242	3.292.020	38.3
1979 - 1980	1.661.127	2.384.746	4.188.346	39.6
1986 - 1987	1.819.417	2.329.287	4.148.654	43.9

Sources : World Bank, Cahiers du CEDAF (N. 6, 1985), Rapport de l'Etude sur l'Intégration de la Femme au Développement au Zaire (Phase 1), 1986 Département de l'Enseignement Primaire et Secondaire (Planification Statistiques) 1988

TABLE 2 : REGIONAL PRIMARY EDUCATION RATES FOR GIRLS

REGION	1966 - 1967	1975 - 1976	1979- 1980	1986- 1987
KINSHASA	46.8%	48.4%	50.6%	48.1%
BANDUNDU	32.8%	37.4%	40.9%	43.5%
SHABA	35.0%	39.8%	38.8%	43.9%
COUNTRY AVERAGES	33.1%	38.6%	39.6%	43.9%

Sources : World Bank, Cahiers du CEDAF (N. 6, 1985), Rapport de l'Etude sur l'Intégration de la Femme au Développement au Zaire (Phase 1), 1986 Département de l'Enseignement Primaire et Secondaire (Planification Statistiques) 1988

TABLE 3 : PARTICIPATION RATES OF GIRLS IN THE FIRST AND SIXTH GRADES
SCHOOL YEAR 1975 - 1976

REGION	FIRST GRADE	SIXTH GRADE
KINSHASA	49.1%	45.3%
BANDUNDU	43.6%	29.1%
SHABA	43.3%	30.7%

Sources : Portraits de Femmes : Les Intellectuelles Zairoises, les Cahiers du CEDAF N. 6, Octobre-Novembre 1985
 Rapport de l'Etude sur l'Intégration de la Femme au Développement au Zaïre (Phase 1), 1986 par Louise Thibault-Normand.

TABLE 4 : GIRLS PERCENTAGE OF PARTICIPATION IN ZAIRIAN
SECONDARY SCHOOLS BY REGION 1979 - 1980

REGION	GIRLS NUMBER	GIRLS %	TOTAL NUMBER OF STUDENTS
KINSHASA	51.695	43.3	119.354
BANDUNDU	27.975	27.7	100.678
SHABA	31.212	26.8	116.239
TOTAL	218.634	28.5	767.128

World Bank estimates based on reports from 68% of Zaïre's secondary schools,
 Rapport de l'Etude sur l'Intégration de la Femme au Développement au Zaïre (Phase 1), 1986 par Louise Thibault-Normand.

TABLE 5 : GIRLS PERCENTAGE OF PARTICIPATION IN ZAIRIAN GENERAL SECONDARY EDUCATION 1986 - 1987

REGION	NORMAL AND GENERAL SECONDARY			TOTAL
	GIRLS	BOYS	[]	
KINSHASA	47.923	68.678	[]	116.601
	41.1%	58.9%	[]	
	[]	[]	[]	
BANDUNDU	38.669	80.681	[]	119.350
	32.4%	67.6%	[]	
	[]	[]	[]	
SHABA	25.382	64.310	[]	89.692
	28.3%	71.7%	[]	
	[]	[]	[]	
ZAIRE TOTAL	225.685	530.641	[]	756.326
	29.8%	70.2%	[]	
	[]	[]	[]	

World Bank's IIIrd Education Project in Zaire and Département de l'Enseignement Primaire et Secondaire (Planification - Statistiques) 1988, a working and unpublished document.

TABLE 6 : COMPARATIVE STATISTICS OF GIRLS AND BOYS IN ZAIRIAN SECONDARY PROFESSIONAL AND TECHNICAL SCHOOLS BY REGION 1986 - 1987

REGION	PROFESSIONAL AND TECHNICAL SECONDARY			TOTAL
	GIRLS	BOYS	[]	
KINSHASA	27.192	35.318	[]	62.510
	43.5%	56.5%	[]	
	[]	[]	[]	
BANDUNDU	13.545	28.389	[]	41.934
	32.3%	67.7%	[]	
	[]	[]	[]	
SHABA	5.393	17.171	[]	22.564
	23.9%	76.1%	[]	
	[]	[]	[]	
ZAIRE TOTAL	71.062	155.945	[]	227.007
	31.3%	68.7%	[]	
	[]	[]	[]	

**TABLE 8 : ZAIRIAN WOMEN'S PARTICIPATION IN HIGHER EDUCATION FROM
1974 - 1975 TO 1978 - 1979**

ACADEMIC YEAR	HIGHER EDUCATION INSTITUTION	NUMBER OF WOMEN	TOTAL NUMBER OF STUDENTS	% OF WOMEN
1974-75	FAC*	865	14.748	5.8%
	ISP**	786	4.363	18.0%
	IST***	504	3.139	16.0%
	TOTAL	2.155	22.250	9.6%
1975-76	FAC	1.054	14.942	7.0%
	ISP	1.063	5.414	18.6%
	IST	623	4.141	15.0%
	TOTAL	2.740	24.797	11.0%
1976-77	FAC	1.059	13.558	7.8%
	ISP	1.190	7.105	16.7%
	IST	820	4.949	19.8%
	TOTAL	3.069	25.612	11.9%
1977-78	FAC	1.026	12.630	8.1%
	ISP	1.689	9.087	18.5%
	IST	880	5.429	16.2%
	TOTAL	3.595	27.146	13.2%
1978-79	FAC	1.086	12.240	7.0%
	ISP	1.473	8.713	16.9%
	IST	818	5.446	15.0%
	TOTAL	3.377	26.399	12.8%

* FAC - Facultés Universitaires

** ISP - Instituts Supérieurs Pédagogiques

*** IST - Instituts Supérieurs Techniques

Sources : Département de l'Enseignement Supérieur et Universitaire
Louise Thibault-Normand, 1986

LIST OF PERSONS VISITED IN
KINSHASA, ZAIRE

1. Citoyen NZUZI PELA LUMENE, Chef de Division (Planification et Statistiques) - Enseignement Primaire et Secondaire
2. Citoyen NZAMU KWEREKWA, Directeur de l'Enseignement Supérieur et Universitaire, (Planification et Statistiques)
3. Citoyen MARKANI, Directeur de l'Emploi et Formation, Cabinet du Commissaire d'Etat au Travail et à la Prévoyance Sociale
4. Citoyen KUBALUKA KUSOMONA MAYINZA, Chef du Bureau des Statistiques Universitaires et Post-secondaires, Cabinet du Commissaire d'Etat au Travail et à la Prévoyance Sociale
5. Citoyen MASSILA, Training Office, USAID Kinshasa

ANNEX VI

**"APPROCHE ET ORIENTATION DES
STRATEGIES MENEES POUR LES FEMMES
PAR LES PRINCIPAUX BAILLEURS DE FONDS
AU ZAIRE"**

Rapport présenté par
Citoyenne GASARABWE MBARANGA

PLAN DU RAPPORT

- I. CADRE SPECIFIQUE DU RAPPORT
- II. LES DIFFERENTS INTERVENANTS
- III. LES PRINCIPALES STRATEGIES
- IV. CONTRAINTES ET RECOMMANDATIONS
- V. ANNEXES

I. CADRE SPECIFIQUE DU PRESENT RAPPORT

Le rapport que nous présentons se rapporte sur l'intégration des femmes dans les activités de développement des bailleurs de fonds importants au Zaïre.

La perspective de notre rapport se base sur des questions décrites ci-après, posées au niveau de chaque bailleur de fonds contacté. Elle se base aussi sur des interviews et divers outils (brochures, livres, outils audio-visuels...) receuillis auprès de ces organes.

Les questions spécifiques à souligner s'articulent sous les aspects suivants :

- 1) Relever les stratégies de développement des organisations donatrices opérant au Zaïre.
- 2) Présenter les types de projets financés par elles.
- 3) Définir les objectifs de ces interventions tout en précisant les domaines et la localisation des interventions.
- 4) Relever (si elle existe) la déclaration de stratégie, en rapport avec les femmes dans le développement, préconisée par l'organisme.
- 5) Préciser le volet d'intégration des femmes dans le développement : s'il y a des projets spécifiques séparés et propres aux femmes ou si ces projets visent l'ensemble de la population.
- 6) Déterminer le type de base d'information détenue par l'organisme concernant les femmes (dans la planification, le contrôle et l'évaluation des projets).
- 7) Préciser les directives précises adoptées par l'organisme pour intégrer les préoccupations des femmes dans ces projets.
- 8) Déterminer les étapes poursuivies pour s'assurer de l'application des directives.
- 9) Signaler (s'il y a lieu) une quelconque évaluation des activités des femmes et les principales conclusions tirées par l'organisme.

III. LES DIFFERENTS INTERVENANTS

Dans le volet "Femme et Développement", les différents intervenants font référence à quatre niveaux de l'aide :

- 1) L'Aide Multilatérale : Banque Mondiale
 PNUD
 UNICEF
 FAO
 BIT
 FNUAP
 UNESCO
 HCR
 OMS
 CEE
- 2) L'Aide Bilatérale : Coopération Belge
 Coopération Francaise
 Coopération Allemande (GTZ)
 Coopération Canadienne (CCZC)
- 3) L'Aide Régionale : MULPOC/CEA
- 4) L'Aide des ONG : OXFAM
 INADES
 Solidarité Paysanne
 Eglises :
 Catholique
 Protestante
 Kimbanguiste

III. LES PRINCIPALES STRATEGIES

Les principes stratégies de développement des organisations donatrices opérant au Zaïre s'énoncent sous les points suivants :

- 1) Financement des études sur la participation des femmes dans certains projets de développement.
(ex. Banque Mondiale)
- 2) Mener des actions de sensibilisation à partir du siège qui visent principalement à l'amélioration des conditions de vie et une plus grande participation des femmes dans différents secteurs d'activités.
(ex. PNUD, MULPOC)

- 3) Mener des actions visant principalement à l'amélioration de l'état de santé de la femme considérée avant tout en tant que mère : activités nutritionnelles, appui aux programmes de vaccination.
(ex. UNICEF,
OMS : "La santé maternelle et infantile constitue l'un des 8 volets de la stratégie de santé pour tous d'ici l'an 2000. (stratégie préconisée par l'OMS au siège)."
- 4) Mener des actions portant sur le rôle de la femme dans la production agricole et le développement rural; la commercialisation et la consommation (nutrition).
L'orientation des mesures prises dans la réalisation dépend fortement de l'initiative des équipes sur terrain.
(ex. FAO, CEE, Coopération Canadienne, Coopération Allemande, Coopération Française, Coopération Belge).
- 5) Intérêt au rôle et à la condition de la femme en général : l'intégration de la femme au processus de développement relève du cadre des programmes spéciaux du "rôle et condition de la femme". Les activités sont diverses et multiples et portent sur l'appui aux organisations encourageant l'éducation, la formation des femmes et la santé.
(ex. FNUAP)
- 6) Mener des actions visant à promouvoir l'égalité des chances dans l'octroi du travail et de traitement pour les travailleuses.
(ex. BIT)
- 7) Mener des actions visant à former et informer la femme aux activités de développement en fournissant des outils d'appui (Centre de documentation, par diverses publications concernant les femmes : Etudes consacrées aux femmes, femmes dans les mouvements coopératifs...)
(ex. UNESCO)
- 8) Mener des actions d'assistance aux femmes réfugiées, la plupart d'entre elles étant veuves, handicapées, ayant la charge des enfants.
(ex. HCR)
- 9) Mener des actions concrètes et d'appui direct aux femmes en les aidant à réaliser elles-mêmes des opérations améliorant leur condition de vie (allègement des tâches ménagères par l'apprentissage de technologies appropriées, création de crèches, création d'ateliers de couture, de teinturerie, de centres d'apprentissage à la lecture et l'écriture, à la gestion : donner des notions préliminaires de comptabilité,

de façon à les aider à mieux gérer les activités productives dont elles sont responsables : gestion des moulins, gestion des cantines etc.

(ex. ONG : INADES, OXFAM, Solidarité Paysanne)
(ex. des Eglises : Eglise Catholique, Protestante, Kimbanguiste)

Ex. Eglise Catholique :

favorise certaines actions pour les femmes dans le cadre de foyers sociaux (activités diocésaines réalisées avec le concours du service de développement) et d'interventions pour l'éducation sanitaire et nutritionnelle (hygiène, lutte contre les tabous dans l'alimentation...).

Ex. Eglise Protestante : Eglise du Christ au Zaïre (ECZ).
Elle intervient dans les activités d'alphabétisation, de formation, de soins de santé et nutrition, d'hygiène (village et maison, eau potable...)

Ex. Eglise Kimbanguiste :

intervient dans la même optique pour des activités de promotion sociale : cours de cuisine, de nutrition, de culture des champs, centres d'alphabétisation.

Ex. Armée du Salut :

Une association des femmes "Salutistes" s'occupe des secteurs de santé (maternités et dispensaires gérés par des femmes), éducation et formation féminine (alphabétisation, hygiène...)

IV. CONTRAINTES ET RECOMMANDATIONS

Nous relevons quelques contraintes soulevées lors de nos interviews avec les intervenants et les possibilités d'y apporter des solutions :

1) Le manque de formation des femmes

L'analphabétisme constitue un handicap majeur au développement de la femme. Ne sachant ni lire ni écrire, il lui sera difficile d'accéder à certains postes, à apprêhender des problèmes qui se posent pour améliorer sa

condition de vie et celle de sa famille (hygiène, santé, nutrition...). Il s'avère donc nécessaire d'appuyer l'aspect "formation" dans tout projet ou programme de développement proposé par les bailleurs de fonds.

2) Le faible accès aux moyens de production

Il a été constaté que presque tous les projets inscrits dans le programme général d'intervention sans spécificité de volet "femme" concernent les hommes. Ce sont eux qui s'en occupent et qui en tirent finalement profit (voir projets agricoles : riziculture, théicoles). Souvent la femme se sent exclue de la plupart des décisions qui la concerne ou pour lesquelles elle constitue le principal agent actif pour la production agricole.

Les programmes de production agricole, de développement rural doivent considérer essentiellement la femme et la prendre comme partie prenante dans la participation des décisions qui la concernent pour pouvoir réussir ces projets (participation à la formation de technologies appropriées, accès aux systèmes de crédit, la commercialisation des produits agricoles).

Il faut encourager l'effort amorcé par les associations de femmes pour créer de petits systèmes de crédit. A Kinshasa par exemple, de telles associations existent et portent divers noms : tontines, moziki, association des mamans commercantes...

3) La résistance de l'environnement de la femme

Souvent certaines actions amorcées pour les femmes se heurtent au contexte socio-culturel du milieu. Le processus de "modernisation" et de "développement" change la situation de la femme avec tout ce qu'elle a vécu dans son milieu traditionnel. Ce changement peut être brusque, brutal et créer l'hostilité de l'environnement face aux actions de développement de la femme. Dans l'élaboration des projets, il faut tenir compte que la femme doit persévérer dans la défense de ses droits, et doit tout faire pour intéresser son milieu à son action. Une action qui vise à l'amélioration du bien-être familial et social. Souvent l'action visant le développement de la femme ne réussit que dans la mesure cette action est soutenue par le mari et de son milieu.

Il faut donc sensibiliser les hommes à s'intéresser davantage aux activités de développement menées pour les femmes; car si l'action est bénéfique pour la femme, elle aura un impact favorable pour son mari, pour ses enfants et même pour son milieu social.

CONCLUSION

La participation et la mobilisation des femmes est souvent impressionnante dans la mesure où les femmes se sentent directement concernées par une action venant à leur secours.

Les femmes fournissent une part très importante du travail requis dans des conditions parfois physiquement très pénibles.

Par exemple, lors de l'instauration des moulins au Kivu en faveur de l'UWAKI (Solidarité Paysanne) les femmes ont joué un rôle déterminant : escalader les pentes montagneuses pour apporter les pierres, les graviers pour la construction des moulins hydrauliques, les cotisations en espèces ou en nature (collecte de sorgho, manioc, ventes collectives...) pour rembourser les prêts.

Tenir compte de la femme dans les projets est donc un atout pour réussir le processus de développement.

BANQUE MONDIALE

1) Principaux secteurs d'intervention au Zaire :

Agriculture, Développement Rural, Mines, Energie, Education, Routes, Transport, Eau, Lignes de Crédit, Crédit d'Ajustement Structural.

2) Localisation de l'intervention

Kinshasa, Kasai Occidental, Kasai Oriental, Bandundu, Haut-Zaire, Bas-Zaire, Kivu, Shaba.

3) Principaux collaborateurs dans l'exercice de ce programme :

Gouvernement Zairois, PNUD, FAO, ACDI, USAID, Coopération Française, FAC, GTZ.

4) Politique officielle proposée par la Banque Mondiale :

- Publications de l'agence sur le rôle de la femme dans le développement : exemple "Recognizing the invisible woman in development : the World Bank Experience" Octobre 1979, 33p.
- Financement d'Etudes sur la participation des femmes dans certains projets ailleurs qu'au Zaire.

5) Actions menées pour la femme au Zaire

La Banque Mondiale ne recrute pas de coopérants pour le Zaire, elle finance des projets exécutés par diverses agences et sociétés qui elles-mêmes s'occupent du recrutement. Elle a un seul représentant permanent sur le terrain. Des consultantes expatriées sont parfois recrutées par le siège.

La Banque Mondiale a un vaste programme d'action sur la femme dans le développement.

L'objectif essentiel de ce programme étant d'identifier le rôle de la femme dans le développement par des actions et réalisations concrètes et cela sous divers aspects, notamment l'aspect politique, l'aspect de productivité, l'aspect de l'amélioration du bien-être de la femme en général.

Le programme se propose de faire un diagnostic sur les contraintes majeures et l'esquisse de solutions possibles comme à titre indicatif : créer un réseau de conscientisation et sensibilisation au rôle de la femme, à base d'outils appropriés (technologie, accès au crédit), les initiatives de vulgarisation, la formation : lutter contre l'analphabétisme pour pouvoir donner aux femmes accès à l'information et disposer d'un personnel formé qui aidera à leur tour à former ses consœurs.

47

PNUD

1) Principaux secteurs d'intervention au Zaïre :

Secteur public et macro-économique, support institutionnel public pour l'agriculture et l'industrie.

Programme de développement des ressources humaines (secteur social et emploi).

Transport et communication.

2) Localisation de l'intervention

Kinshasa, Bandundu, Shaba, Kivu et l'ensemble du pays pour les projets semenciers.

3) Principaux collaborateurs dans l'exercice du programme au Zaïre :

Gouvernement Zairois, les agences d'exécution des Nations Unies, O.N.G. par le canal du gouvernement.

4) Politique du PNUD (Orientation de cette politique) :

Politique officielle proposée :

Nombreuses actions de sensibilisation à partir du siège des Nations Unies auprès des Etats membres, ces actions visent principalement l'amélioration des conditions de vie et une plus grande participation des femmes dans les différents secteurs d'activités.

5) Actions menées pour la femme au Zaïre (présence des femmes dans l'exercice du programme du PNUD au Zaïre)

L'approche du PNUD est de ne pas créer de petits projets spécifiques pour les femmes, mais plutôt d'intégrer des actions pour les femmes à l'intérieur de certains projets prévus dans la programmation.

Ces actions sont menées sous forme de : séminaires, journées de travail, séances d'information, bourses ou voyages d'études, formation sur place etc...

6) Quelques exemples

En Juin 1986 :

Préparatoire à l'élaboration d'un projet de formation en gestion dont l'objectif principal est l'intégration de la femme au Développement.

Une autre action est menée sur le plan de la Technologie du cycle alimentaire : (promotion et appui); projet qui couvre le Zaïre et d'autres pays.

83

MULPOC (Multinational Programming and Operation Center)
CEA (Commission Economique pour l'Afrique)
(dont le bureau principal est basé à Gisenyi au Rwanda)

1) Principaux secteurs d'intervention au Zaire :

Séminaires, rencontres et élaboration des projets pour l'intégration de la femme dans des secteurs tels que l'agriculture, les coopératives, l'artisanat, l'information, les technologies appropriées et le droit de la femme.

2) Localisation de l'intervention

Zaire, Rwanda, Burundi.

3) Principaux collaborateurs au Zaire :

- Les gouvernements membres : Zaire, Rwanda, Burundi
- Le PNUD
- Autres agences et O.N.G. (dont MATCH : Centre International de Coalition des ressources et des Besoins Féminins du Canada et du Tiers Monde)
- BIT
- UNICEF

4) Politique officielle de l'agence et orientation de cette politique :

La politique officielle vise l'amélioration des conditions de vie de la femme (allègement des tâches de la femme, révision des lois concernant le statut de la femme, ...) en milieu rural et dans les zones périphériques des centres urbains.

Programme des femmes des pays membres de la CEPGL (Communauté Economique des Pays des Grands Lacs).

5) Actions menées pour la femme au Zaire

Une femme occupe le poste de coordinatrice du programme des femmes des pays membres de la CEPGL.

Ce programme implique la participation de groupements féminins des pays collaborateurs.

Le MULPOC/Gisenyi organise et participe périodiquement à des rencontres et à des séminaires sur différents sujets concernant l'intégration de la femme au développement. Il organise également des colloques et voyages à l'extérieur et des activités de développement qui concernent plus d'un pays membre.

UNICEF

1) Principaux secteurs d'intervention au Zaire :

Santé, Nutrition, Adduction d'eau, Agriculture.

2) Localisation de l'intervention

Kinshasa, Bas-Zaire, Kivu Kasai (les deux), Shaba, et les autres régions pour les projets de santé.

3) Politique officielle de l'UNICEF et son orientation :

Elle vise principalement l'amélioration de l'état de santé de la femme considérée avant tout en tant que mère :

- activités nutritionnelles
- appui à des programmes de vaccination ...

4) Actions entreprises pour la femme au Zaire

Parmi les projets réalisés, il y a lieu de citer :

- Projet de coopérative des femmes paysannes à Manenga (Kinshasa).
- Coopérative de commercialisation fondée par les femmes à Masina.
- Projet d'exploitation des champs communautaires par un groupe de femmes de quelques villages d'une zone périphérique de Kinshasa (Masina) dont le but est d'assurer la disponibilité et la sécurité alimentaire ainsi que l'amélioration de l'état nutritionnel des ménages.
- Projet de teinturerie à Kinshasa, Bukavu, Kisangani.
Ce projet vise à procurer un métier générateur de revenus dans le secteur artisanal et artistique à des femmes et jeunes filles de ces centres. Ce projet a été initié suite à un stage à Kinshasa de teinturières malientes et guinéennes.
- Projet avafruit : projet situé dans la région du Kivu, il s'agit de la fourniture d'équipement afin d'augmenter la capacité de production de cette coopérative, et de permettre aux femmes d'avoir les revenus de leur production.
- Projet de technologies appropriées : ce projet est en planification depuis 1986 et non encore approuvé pour le démarrage jusqu'à présent. Ce projet vise l'assistance au département pour l'étude des conditions de remise en route de fabrication des moulins à Kinshasa.
- Projet à Boma (Bas-Zaire) de savonnerie exercé par un groupe de mamans Zairoises sous la guidance de l'Eglise du Christ au Zaire appuyé par l'UNICEF dans l'Apport en matériel et équipement.

FAO

1) Principaux secteurs d'intervention au Zaire :

Agriculture, commercialisation, nutrition, pêche, forêt.

2) Localisation de l'intervention

La FAO intervient dans l'ensemble du pays. Cet organisme est davantage un organisme d'exécution pour des projets financés par le PNUD, fonds financiers mis à la disposition de la FAO par des pays membres, par les fonds du budget FAO.

Ses principaux collaborateurs sont : Le Gouvernement Zairois
Autres pays membres
Agences des Nations-Unies.

3) Stratégie de la FAO :

La politique officielle de l'intégration de la femme vise à son rôle important dans l'agriculture et le développement rural.

4) Actions entreprises pour la femme au Zaire

Une femme experte en commercialisation a été pendant 3 ans affectée au programme; elle a été pendant un an conseillère au Département de la Condition Féminine. De 1982-1985, la FAO a eu plusieurs projets avec le Département de la Condition Féminine et Famille. Ces projets sont :

- a) Projet d'assistance aux femmes commercantes en produits agricoles (1983-1984). Sur ce, une enquête socio-économique a été menée sur les principaux marchés de vente et détail de Kinshasa, un séminaire a été organisé pour un groupe de 50 femmes commercantes en produits agro-alimentaires.
- b) Projet d'initiation des cadres au Département de la Condition Féminine et famille à la vulgarisation agricole.
- c) Projet pour le programme du Département de la Condition Féminine et Famille (1984-1985) dont l'objectif est d'établir un programme au Département de la Condition Féminine et famille et de présenter des propositions concrètes pour l'élaboration d'un programme d'action en faveur des femmes.

Par exemple : le projet mais au Shaba avec possibilité de chercher à installer des moulins.

Le projet santé rurale inscrit dans le programme d'investissement FAO/Zaire avec le Conseil Exécutif.

FNUAP (Fonds des Nations-Unies pour les Activités en matière de Population)

1) Principaux secteurs d'intervention au Zaïre :

Formation, education, planification familiale, recensement de la population.

2) Localisation de l'intervention

Kinshasa, Bas-Zaïre, Sud-Kivu, Bandundu, Lubumbashi et l'ensemble du pays (recensement).

3) Principaux collaborateurs au Zaïre :

Comité de naissances désirables
Agence des Nations-Unies (BIT, UNESCO, PNUD)
CEPAS (représenté par INADES-Formation-Zaïre)
Eglises (ECZ, les Kimbanguistes, l'Armée du Salut)

4) Politique officielle pour la femme proposée par le FNUAP au Zaïre

Le FNUAP s'intéresse au rôle et à la condition de la femme. Il relève des programmes spéciaux du rôle et de la condition de la femme.

Ces programmes comprennent :

- des projets spéciaux en faveur des femmes et visent à l'amélioration des conditions de vie des femmes
- les éléments de projets plus vastes comme l'appui aux organisations encourageant l'éducation et la formation des femmes, l'appui aux réunions régionales et mondiales pour l'intégration de la femme.

5) Actions entreprise au Zaïre par le FNUAP

De 1979-1981 : FNUAP a participé à la réalisation d'un projet de préparation à la vie familiale dans les secteurs organisés Projet "Femmes et Développement".

Il a formé 250 moniteurs et superviseurs nationaux dans le cadre de réunions portant sur la santé; l'hygiène, la nutrition, l'éducation sexuelle, l'espacement des naissances (voir projet "Naissances Désirables").

Il a réalisé un projet de centre de promotion féminine au sein des foyers sociaux (formation et information des femmes sur place par des leçons de nutrition, d'hygiène, de budget familial, agriculture, pisciculture, technologie appropriée, avec une bibliothèque à l'appui et un centre de documentation sur la femme.

1) Principaux secteurs d'intervention au Zaire :

Emploi, formation, ressources humaines, secteur urbain non structuré, secteur rural de base.

2) Localisation de l'intervention

Kinshasa et l'ensemble du pays avec certaines concentrations (ex. Lubumbashi, Kisangani, Kivu).

3) Principaux collaborateurs dans l'exercice du programme :

Gouvernement Zairois
ONG.

4) Politique du BIT pour la femme

La politique officielle de l'intégration de la femme vise à promouvoir l'égalité de chances et de traitement pour les travailleuses; à l'organisation ou la participation à des conférences sur, à de nombreuses publications et répertoires de publications et d'activités sur le sujet.

5) Actions entreprises pour la femme au Zaire

L'approche du bureau BIT au Zaire consiste à associer les femmes aux différents secteurs d'activités sans forcément les distinguer comme groupe-cible (les femmes sont considérées comme groupe-cible dans certains cas bien précis).

Ex. - participation du BIT au projet "Femmes et Développement", l'intervenant principal étant le FNUAP. Le projet est resté longtemps en attente d'approbation et commence seulement à se concrétiser (1988).

Projet d'assistance non structuré appuyant les femmes oeuvrant seules afin de les aider à s'associer et à s'autofinancer (des groupes de femmes)
ex. celles qui fabriquent et vendent des objets artisanaux
Ce projet est en cours d'étude.

Assistance aux femmes en milieu rural : femmes en milieu rural pour des tâches comme corvée d'eau, corvée de bois.

Ce projet est soumis au Département du Plan et est en cours d'étude.

88

UNESCO

1) Principaux secteurs d'intervention au Zaire :

Education, culture traditionnelle (musée), science naturelle.

2) Localisation de l'intervention

L'UNESCO opère dans l'ensemble du pays mais il existe des principaux pôles de concentration comme Kinshasa et Kisangani, le Shaba avec le projet de formation d'enseignants techniques.

3) Politique de l'UNESCO pour la femme et son orientation

La politique favorable à l'intégration de la femme au Développement amorcée par l'UNESCO s'oriente surtout aux publications dont :

"Etudes consacrées aux femmes"
"Des femmes aident les femmes"
"Femmes dans les mouvements coopératifs"
"Des plans pour les femmes (1984-1989)"
"La femme invisible"
"Les femmes, la science de la société"
"Un numéro spécial du "Courrier"
"Des femmes et des hommes : Enquête sur la discrimination parmi les fonctionnaires"
"La femme, la science et la société"

4) Actions menées pour la femme au Zaire :

Dans la réalisation des projets, les femmes ne sont pas cependant considérées en tant que groupe-cible. L'agence envisage de participer à un projet pour l'intégration de la femme planifié avec le Département de la Condition Féminine et Famille, il s'agit de :

- Projet du Centre de Documentation pour les femmes au Département de la Condition Féminine et Famille (projet en attente de réalisation).

CEE (Communauté Economique Européenne)

1) Principaux secteurs d'intervention au Zaire :

Infrastructure routière, secteur hospitalier, pêche, développement rural et production agricole, PME (petites et moyennes entreprises), approvisionnement en bois de feu et charbon de bois.

2) Localisation de l'intervention

Bas-Zaire, Bandundu, Kivu.

3) Politique de la CEE pour l'intégration de la femme :

Pas de politique officielle mais avec la 3ème conférence de Lome où l'on met l'accent sur le développement rural et agricole, il y a eu des circulaires sur la nécessité de prendre en considération la femme au développement.

Il y a eu également des publications concernant la femme :

"Etudes sur le rôle économique des femmes"

"La place des femmes au travail dans la région CEE"

"Statistiques sur la situation des femmes"

L'orientation des mesures prises dans la réalisation des programmes dépend fortement de l'initiative des équipes sur le terrain.

4) Actions menées pour la femme au Zaire :

Dans la programmation au Zaire, les femmes sont considérées comme bénéficiaires au même titre que les hommes et jusq'à présent ne constituent dans aucun cas un groupe-cible.

Signalons toutefois que le FED (Fonds Economiques pour le Développement) finance des actions dans la région du Kivu avec "Solidarité Paysanne", une ONG d'origine Francaise, dont plusieurs interventions impliquent des groupements de femmes (ex. UWAKI).

Le volet "femme" dans son programme s'articule essentiellement sur les micro-réalisations réparties par type de projet, adduction d'eau, dispensaire-maternité, moulin hydraulique, éducation-formation, production (petit élevage : volaille). Sur ces projets, ceux qui intéressent en priorité les femmes représentent actuellement un engagement financier de près de 700,000 ECU sur un total de 1,125,000 ECU engagés pour l'ensemble des 32 projets soit plus de 60%.

COOPERATION FRANCAISE

1) Principaux secteurs d'intervention au Zaire :

Développement rural, forêt, télécommunications et transport,
éducation (Enseignement technique, petits projets avec des ONG
"Solidarité Paysanne", "Enfance et Partage").

2) Localisation de l'intervention :

Kinshasa, Bas-Zaire, Shaba, Kivu, Haut-Zaire.

3) Actions menées :

Les femmes ne sont pas considérées comme groupe-cible dans les projets. Cependant de petites interventions ponctuelles de développement communautaire sont initiées à l'occasion pour les femmes (ex. achat de moulins à manioc, aide accordée à la Solidarité Paysanne (UWAKI)).

QX

GIZ (Coopération Allemande)

1) Principaux secteurs d'intervention au Zaïre :

Santé, agriculture, appui à des sociétés d'Etat,

2) Localisation de l'intervention

L'ensemble du pays, avec des projets spécifiques au Bandundu, Shaba, Kasai (Mvemo-Ditu).

3) Politique pour l'intégration de la femme

Pas de politique spécifique mais la Coopération vise à intégrer la femme dans les volets de ses projets notamment :

1) Volet Santé

Projet Santé à Kenge (Bandundu) a comme objectifs de faire participer toute la population à la campagne de vaccination et aux séances de formation. Le groupe-cible visé est toute la population. Dans cette campagne de santé, plusieurs aspects sont considérés : programme de sensibilisation au planning familial, la santé de la mère et l'enfant, les campagnes de vaccination et lutte contre les maladies endémiques, la collaboration de la médecine moderne avec la médecine traditionnelle, l'amélioration de l'alimentation, l'approvisionnement en eau potable etc...

2) Projet de production animale au Shaba et au Nord-Est du Zaïre

Il a comme objectifs de promouvoir les petites et moyennes entreprises et exploitations agricoles, la vulgarisation agricole.

Nul n'ignore que la femme a un grand rôle à jouer dans le secteur de production agricole en monde rural et la Coopération Allemande vise à tenir en compte dans ses projets pour mieux encourager et intégrer la femme dans ce volet de développement.

Signalons qu'il y a une femme (expert) qui s'occupe expressément de ce volet "Femme et son rôle dans le développement" au sein de la Coopération Allemande.

INADES - Formation - Zaire

Cet organe contribue au développement du Zaire par des activités de formation, le plus souvent adressées au milieu rural.

I) Identification des Activités

- 1) Elaborer et suivre les projets de formation
- 2) Former les agricultrices et ceux qui les encadrent
- 3) Former les animatrices aux méthodes d'autoproduction rurale
- 4) Former les cadres de développement
- 5) Informer les animatrices du milieu rural
- 6) réaliser les outils pédagogiques pour la formation
- 7) Promouvoir la technologie appropriée.

Répartition Régionale des Activités

Bas-Zaire, Kinshasa, Bandundu, Equateur, Kasai Oriental.

II) Stratégies INADES

- 1) INADES-Formation vise à élaborer des programmes de formation et parfois d'évaluer les actions d'animation et de formation.
- 2) Le cours d'Apprentissage Agricole est donné par correspondance et s'adresse à des groupes de femmes qui se retrouvent pour l'étudier, discuter de son contenu et réfléchir à sa mise en pratique.
- 3) Contribuer à la formation des animatrices du milieu rural
Transmettre des connaissances en matière d'agriculture, de gestion de l'entreprise agricole et même de vulgarisation
Communiquer les méthodes d'approche du milieu rural et les méthodes d'animation.
- 4) Former des femmes cadres responsables capables de concevoir des projets en fonction d'une conception de développement, capables aussi de gérer ces projets. La formation est axée sur l'orientation pratique : la gestion pour les agents de développement. Les cours traitent de la conception et de la programmation d'un projet; de la gestion des personnes, des biens et des finances.
- 5) Réaliser des outils pédagogiques : brochures, moyens audio-visuels, afin de compléter la formation. Il faut les adapter, les traduire; les compléter en créant de nouvelles productions en fonction des demandes de formation.
- 6) Promouvoir la technologie appropriée au développement du pays en créant un centre de documentation. Le but étant d'inventorier les réalisations intéressantes en technologies appropriées au Zaire.

SOLIDARITE PAYSANNE
B.P. 5688, Kinshasa
(Office : Galerie Albert I)

C'est une ONG d'origine Francaise ayant comme objectif l'appui aux mouvements coopératifs. Au Zaire, cette ONG est installée à Bukavu/Sud Kivu. Elle a un volet d'organisation spécifique pour les femmes appelé "UWAKI" (Umoja wa Wanawake Wakulima wa Kivu en Swahili), "Union des Femmes Paysannes du Kivu".

C'est une association de groupes de femmes paysannes (25 au total pour tout le Kivu) qui se structure en cadre de réflexion, d'expression et de décision en vue de trouver ensemble des solutions adaptées à leurs problèmes spécifiques.

Objectif Global : améliorer les conditions de vie et de travail de la femme paysanne au Kivu

Objectifs Spécifiques : Pour atteindre son objectif global UWAKI vise à

- créer une structure autonome de réflexion et d'actions des femmes paysannes au niveau régional
- aider les femmes à mieux s'organiser pour améliorer leurs conditions de travail
- alléger les tâches de la femme en milieu rural (pilage, portage, recherche d'eau, recherche de bois)
- lutter contre l'analphabétisme
- assurer la protection infantile en milieu rural
- amener la femme paysanne à réfléchir et à participer activement aux débats régionaux et nationaux
- soutenir les mini-projets relevant des initiatives des femmes et avec leur participation (ce soutien peut être financier, matériel, technique, moral et juridique)

Actions entreprises : Campagne menée par UWAKI sous le slogan "Un Village, Un Moulin" pour sensibiliser l'opinion publique à l'allègement des tâches de la femme paysanne. Cette campagne a été menée par UWAKI avec l'appui de brochures et d'outils audio-visuels.

94

ANNEX VII

DROIT DE LA FEMME ET IMPACT
SUR LE DEVELOPPEMENT

PAR MAITRE NLANDU MPOLO NENE
AVOCAT PRES LA COUR D'APPEL
DE KINSHASA

q5

INTRODUCTION

"Enfanter et materner" ont été jusqu'il y a peu, le seul rôle important que la société reconnaissait à la femme. Dans les systèmes traditionnels patrilineaires, elle était un bien dont on pouvait hériter. Dans les matrilineaires, c'est l'oncle maternel qui parlait pour elle.

Dans l'un et l'autre système, elle n'avait en général rien à dire.

L'homme décidait de sa destinée. Sa participation au développement bien que réel était à peine perceptible par manque d'un cadre juridique approprié et d'auditoire.

Avec l'accession du Zaïre à l'indépendance et particulièrement, avec l'avènement de la IIème République, une place plus humaine a été reconnue à la femme en dépit de certaines inégalités décelées ici et là et la résistance des traditions.

Dans les lignes qui vont suivre, nous analyserons la place de la femme dans le domaine politique, familial et économique ainsi que le rôle réel qu'elle y joue.

I. DOMAINE POLITIQUE

La constitution du Zaïre dit à l'article 12 : "Tous les Zaïrois sont égaux devant la loi et ont droit à une égale protection des lois. Aucun zaïrois ne peut en matière d'éducation et d'accès aux fonctions publiques ni en aucune autre matière, faire l'objet d'une mesure discriminatoire, qu'elle résulte de la loi ou d'un acte de l'Exécutif, en raison de sa religion, de son appartenance raciale ou ethnique, de son sexe, de son lieu de naissance ou de sa résidence (1)

(1) Journal officiel du Zaïre, mise à jour du 1er janvier 1983.

Cette disposition fait du Zaïre un Etat égalitaire où l'homme et la femme disposent de mêmes chances d'accès à la vie nationale.

En pratique, bien que cette égalité se heurte parfois à des difficultés d'ordre psychologique ou traditionnel, si elle se révèle partielle dans bien de domaines, elle est totale dans le domaine politique.

Depuis 1968, la femme est devenue électrice et éligible.

Sa présence est réelle dans les organes délibérants :

Conseil Légitif, Assemblée régionale ...

Elle exerce les fonctions politiques gouvernementales depuis 1966, date à laquelle la Citoyenne LIHAU KANZA a été nommée Ministre des Affaires Sociales.

Aujourd'hui, la Zaïroise est présente dans tout le secteur de la vie politique : elle est au Comité Central du Parti, au Bureau Politique, au Conseil Exécutif, au Conseil Judiciaire ...

De cette manière, elle participe à la prise de décisions politiques importantes qui orientent les destinées nationales sur le plan social, économique ou autre.

Il est à noter que le nombre de femmes dans tous ces organes est fort réduit. Il n'atteint pas 10 %.

Par ailleurs, la présence de ces femmes au pouvoir n'est pas liée à un mérite particulier d'un mouvement des droits de la femme. Contrairement à beaucoup de pays où les femmes luttent pour obtenir une parcelle de pouvoir, au Zaïre, les pouvoirs publics sont eux-mêmes les artisans de la promotion de la femme.

• / •

Le Manifeste de la N'Sele, le document qui contient les options fondamentales du Mouvement Populaire de la Révolution (MPR), le parti national du Zaïre déclare à ce propos :

" Le MPR souhaite, dans le respect des liens familiaux, une politique d'émancipation qui puisse permettre à des millions de femmes zaïroises de connaître l'épanouissement de leur personnalité par l'accès aux responsabilités professionnelles, sociales et politiques, dans une société ouverte à tous et à toutes". (1)

Dans l'état actuel des droits politiques, une femme peut devenir même Président de la République, le sexe ne jouant plus ici son rôle distinctif.

S'il est vrai que l'égalité et la participation de la femme dans le domaine politique sont réelles, cela n'est pas aussi vrai dans le domaine familial où certaines dispositions des lois ordinaires accusent une inégalité de sexe.

II. DOMAINE FAMILIAL.

La loi n° 87 - 10 du 1er août 1987 portant code de la famille a réussi à unifier Tradition et Modernité.

Tout en éliminant pas certaines inégalités liées au sexe, elle a quand même réussi à créer de nouveaux droits pour la femme (1).

Ce code contient quatre parties appelées livres :

II.I Livre de nationalité.

Jusqu'il y a peu, seul l'homme pouvait transmettre la nationalité à son enfant. Avec le nouveau code de la famille, la femme Zaïroise peut aussi transmettre la nationalité à son enfant par filiation : ce qu'on appelle le " Jus sanguins ".

(1) Manifeste de la N'Sele, FORCAD, IMK 1984.

II.2 Livre de la personne.

Dans ce livre, l'innovation importante à épingler pour la femme est le nom.

Aux termes de l'article 62 du code de la famille, la femme mariée conserve son nom. Elle acquiert toutefois le droit à l'usage du nom de son mari pendant la durée du mariage.

Dans ce cas elle adjoint le nom de son mari au sien.⁽¹⁾ Le droit au nom est garanti et confère à son titulaire le pouvoir d'en user légitimement et d'utiliser toutes voies de droit, y compris l'action en justice pour obliger les tiers à le respecter.

Le droit au nom est un droit de la personnalité. Ce droit doit être protégé aussi bien pour la femme que pour l'homme.

Grâce à cette loi, la femme Zaïroise exerce de plus en plus sa profession sous son nom de jeune fille et protège ainsi son identité et personnalité.

Ce qui est contraire à la culture Européenne qui veut que la femme mariée s'épanouisse sous la couverture du nom du mari.

La femme veuve qui a adjoint le nom du mari au sien peut continuer à en faire usage jusqu'au jour où elle convole en justes noces.

Il se dégage de ce qui précède que la femme en gardant son nom s'assure une sécurité juridique quand à la perrenité et protection de celui-ci.

Les faits et actes juridiques modificatifs d'état notamment le divorce et le remariage en cas de décès du conjoint n'altèrent en rien son identité sociale quant au nom.

(1) Journal officiel du Zaïre août 1987.

II.3. LIVRE DE LA FAMILLE

Ce livre a connu des innovations aussi importantes que marquantes pour les droits de la femme et de l'enfant dans la famille.

Par la famille, il faut entendre, aux termes de l'article 701 du code, l'ensemble des parents et alliés d'un individu. La famille nucléaire au sens Européen est appelée Ménage en droit Zaïrois. C'est le mariage qui crée le ménage (art. 442 du C.F.).

II.3.1. LE MARIAGE

Le nouveau code de la famille a institué un mariage monogamique. Il a par conséquent abrogé la polygamie et la polyandrie.

Les seuls mariages polygyniques valides aujourd'hui sont ceux constitués avant le 01/01/1951 (art. 925 C.F.).

La conséquence juridique de cette option est que depuis le 1er août 1988, date d'entrée en vigueur du nouveau Code, toutes les unions à femmes multiples connu sous le nom de "deuxième bureau" sont devenus caduques.

La raison fondamentale de l'institution de la monogamie est le plein épanouissement de la femme mariée. De cette manière la loi entend assurer la protection, la stabilité et l'unicité de ménage, base de la société.

Conditions de formation du mariage.

Les conditions exigées pour se marier sont :

- la liberté dans le choix du conjoint
- le consentement des époux
- la capacité de contracter le mariage.

Ces conditions assurent l'égalité entre l'homme et la femme. C'est une victoire sur certaines coutumes Zaïroises

qui ne reconnaissaient pas à la femme la liberté de choisir l'époux et de consentir au mariage.

Avec la nouvelle loi, toute personne, voire la femme peut ou ne pas se marier. Quiconque contraindrait une personne à se marier ou y opposerait un refus, est passible des poursuites judiciaires.

Le nouveau code a rendu la dot obligatoire à titre de condition de fond. La dot est une remise des valeurs consistantes ou simplement symbolique par le fiancé et sa famille à la famille de la fiancée.

Cette institution au départ coutumière constitue une entorse à l'égalité entre l'homme et la femme dans le ménage.

La formation du mariage dépend du versement de cette dot, donc de la volonté sincère de l'homme à prendre femme. Cette dot est remboursable en cas de divorce.

Nous pensons que l'égalité entre l'homme et la femme sera réelle dans le mariage quand il sera procédé à la suppression de cette institution qui fait de la femme presque un bien.

Il y a lieu de noter que le montant de cette dot sera fixée par voie d'une ordonnance présidentielle après avis des assemblées régionales.

La volonté du législateur à limiter ces valeurs à une certaine somme est louable lorsque l'on sait combien les familles, au nom de leurs coutumes, font preuve d'une cupidité telle qu'elle annihile toute moralité entourant ladite institution.

Quant aux conditions de forme, le mariage, qu'il soit célébré coutumièrement en conformité avec l'ordre public ou devant l'Officier de l'Etat Civil, fait l'objet d'établissement d'acte de mariage.

. / .

vol

Cet écrit constitue une garantie pour l'exécution des droits et devoirs reconnus aux époux.

Droits et devoirs réciproques des époux.

En dépit du terme "réciproques" les droits et devoirs des époux ne sont pas tous réellement égalitaires.

Domicile conjugal.

Seule l'épouse est obligée d'habiter avec son mari et de le suivre partout où il juge à propos de résider.

Cette disposition d'origine Napoléonienne n'est pas pour assurer l'égalité entre l'homme et la femme. Elle est même anachronique dans la mesure où la vie moderne permet à la femme mariée exerçant une activité professionnelle de loger sa famille y compris le mari. Dès lors, la femme n'a plus forcément son domicile légal chez le mari.

Dans certains ménages, l'homme et la femme grâce à leurs revenus communs construisent ensemble leur domicile. Ce dernier ne peut plus être considéré comme domicile appartenant au mari seul : c'est une co-propriété.

Sans chercher à imiter la législation Française qui "accepte que le mari et la femme puissent avoir un domicile distinct" (1), il serait de justice social que le législateur tienne compte des impératifs susvantis pour que, de lege ferenda, le choix du domicile soit l'expression d'une volonté commune.

* problème de l'adultèbre

L'adultèbre est puni différemment selon que l'on est homme ou femme mariée. A l'instar du domicile conjugal la conception que le législateur Zaïroisde 1987 se fait de l'adultèbre est la même que celle contenue dans le code Napoléon de 1804.

L'adultère de l'homme n'est punissable que s'il est entouré de circonstances de nature à lui imprimer le caractère d'injure tandis que celui de la femme est toujours punissable. En d'autres termes, l'adultère de l'homme n'est pas toujours un acte répréhensible. Il est même tolérable à certains égards.

La jurisprudence Zaïroise retient comme seul cas injurieux, l'adultère de l'homme perpetré sous le toit conjugal (2). Toutefois, l'adultère n'est plus une cause préremptoire de divorce comme ce fut le cas dans l'ancien code. L'époux offensé peut obtenir des dommages-intérêts du fait d'adultère.

* problème de l'autorisation maritale.

L'article 448 du code de la famille pose le principe de l'autorisation maritale pour tous actes juridiques dans lesquelles la femme s'oblige à une prestation qu'elle doit effectuer en personne.

A ce propos, dira Maître NKUBITO dans son étude "le nouveau code de la famille ou propos sur une réforme" : "ici manifestement, le législateur a manqué l'occasion d'innover" (3).

La femme recourt au Tribunal de Paix pour obtenir l'autorisation de passer les actes juridiques après avis du Conseil de famille lorsque le mari refuse ou est incapable ou est dans l'impossibilité de l'autoriser.

Cette autorisation est toujours provisoire.

(1) article 108, Loi du 11 juillet 1975 et Alix Weill et François Terre, droit civil les personnes, la famille, les incapacités, 5ème éd. Dalloz Paris 1983, p. 268 et ss.

(2) J.T.O 1950 - 51, p 151, 156 p 92, R.J.C.B 1951 p. 51.

(3) Maître NKUBITO, le nouveau code de la famille ou propos sur une réforme texte inédit p. 7.

Les seuls cas où la femme peut contracter c'est le cas du mandat domestique c'est-à-dire, la femme peut passer des actes intéressant le ménage.

Même ce mandat qui devrait être général, le code a prévu des cas de limitation de ce pouvoir au profit du mari.

L'autorisation donnée par le mari peut être générale mais il conserve le droit de la révoquer.

Au regard des impératifs de modernité, ces dispositions constituent une insécurité juridique pour la femme qui, à tout moment peut se voir contraint d'abandonner l'exercice d'un droit légitime.

Porté de cette disposition légale, beaucoup d'hommes, même en instance de divorce ont pu exercer ce pouvoir redoutable de retirer l'autorisation à leurs femmes exerçant une activité professionnelle. Celles-ci se sont retrouvées non seulement sans ménage et mari mais aussi sans travail.

Ces dispositions peuvent constituer un véritable frein du développement du pays dans la mesure où la femme mariée doit tantôt se plier aux caprices du mari qui lui refuse d'exercer une activité rémunérée, tantôt pour des affaires qui exigent célérité, manque à leur conclusion faute de l'obtention de l'autorisation dans le délai requis.

La femme célibataire échappe à ces contraintes. Il n'y a aucune raison qu'elle ait plus de droit que la femme mariée. De lege ferenda, la suppression de l'institution de l'autorisation libérerait la femme et lui permettrait plus de participation au développement économique du pays.

III.3.2. Problème de divorce

Contrairement à l'ancien code, le nouveau a supprimé toute les causes de divorce. Les époux n'obtiennent leur divorce que si le Tribunal constate la destruction irrémédiable de leur union. C'est qu'on appelle le divorce-remède.

La séparation de corps a été remplacée par la séparation conventionnelle c'est-à-dire, les époux peuvent convenir de vivre séparés pour une durée déterminée voire indéterminée. L'objectif visé c'est le resserrement des liens conjugaux.

En cas de divorce, la femme redevient capable juridiquement. Elle conserve le droit de recevoir secours du mari pendant la grossesse et dans l'année qui suit la naissance de l'enfant si la grossesse a débuté avant le divorce. Il est aussi prévu que la femme en état de grossesse puisse obtenir sursis de l'action en divorce durant la grossesse jusqu'à un an après la naissance de l'enfant né vivant.

Le sort des intérêts pécuniaires de la femme dépend du régime matrimonial passé avec le mari.

Si c'est un régime de séparation de biens, elle ne retirerait de l'association conjugale que ses biens et la moitié des biens incidemment indivis.

En cas de régime de communauté réduite aux acquêts, elle obtiendra la moitié des acquêts déduits de charges communes à due concurrence. Il en va de même de la communauté universelle avec cette différence que mêmes les biens acquis avant le mariage sont partagés par moitié entre l'homme et la femme.

II.3.3 Problème des successions

A la mort du mari, la femme bénéficie également des dispositions relatives à la dissolution des régimes matrimoniaux.

Elle prélève les biens qui lui reviennent en vertu du régime conclu. Elle peut aussi hériter de son mari à concurrence du 1/12 de l'héritage.

Elle a l'usufruit sur la maison conjugale, d'une part, et d'autre part, sur les concessions et fonds de commerce exploités par le mari pour moitié.

En cas de mise à bail des ces immeubles, elle receuille la moitié de produits de la location.

Elle perd son droit à l'usufruit dès qu'elle se remarie. A cet effet, elle doit quitter le domicile conjugal.

La réglementation des successions au Zaïre est œuvre louable. Elle a permis à la femme et aux enfants d'hériter, en principe sans heurts, de leur époux et père. Avant cette réglementation, c'est la coutume qui organisait les successions. D'une façon générale, les bénéficiaires étaient tous parents au mari. La femme et les enfants étaient considérés comme étrangers à ce patrimoine.

Aujourd'hui encore, la loi ne semble pas avoir suffisamment d'emprise pour remplacer ces coutumes. Si dans les villes les coutumes cèdent devant la loi, dans le village, elles continuent à régir la vie quotidienne.

La superstition aidant, la femme préférerait se soumettre à la coutume plutôt que de s'y opposer.

La coutume est donc à bien des égards, un frein au développement. La femme, bien que victime de cette coutume, se trouve être l'artisan malgré elle de ces usages.

- droits et devoirs des enfants envers les parents

L'enfant reste mineur jusqu'à l'âge de 18 ans.

Les enfants ont droit à l'entretien et éducation. Le non respect de ce droit entraîne l'indignité des parents incapables.

En cas de décès de l'un des parents, les enfants héritent de celui-ci à concurrence de 75 % des biens. Cette quotité est appelée réserve successorale et ne peut en aucun cas être entamée ou dilapidée par le prédécédé.

Des dispositions légales impératives sont prévues pour assurer la protection de cette réserve.

En revanche, un enfant coupable d'acte répréhensible envers le prédécédé, peut être exhéredé par le père ou / et la mère prédécédés.

En matière d'autorité paternelle jadis exercée par le père seul, et à défaut du père par la mère, est exercée sous l'empire du nouveau code, par le père et la mère conjointement : ce qu'on appelle autorité parentale.

Contrairement à l'ancien code qui rendait la femme capable par le seul fait du décès du mari d'exercer l'autorité paternelle sur les enfants mineurs, la femme avec le nouveau code a perdu de cette capacité.

En effet, aux termes des articles 198 et 322 du code de la famille, la femme dont le mari est décédé exerce l'autorité parentale conjointement avec un membre de la famille du mari.

Cette disposition est retrograde à plus d'un égard et remet en cause l'exercice efficace du droit de succession des enfants dans la mesure où ce membre de famille aurait des intérêts opposés à ceux des enfants.

Il est de coutume de constater que les ayants droit du défunt ont tendance à évincer les enfants dans la succession en s'octroyant des droits exorbitants dans l'héritage.

III. DROITS ECONOMIQUES DE LA FEMME OU ACCES AUX RESSOURCES.

1. Héritage

Comme il est dit ci-dessus, la femme, avec le nouveau code de la famille, peut hériter de son mari à la mort de celui-ci.

Elle peut aussi hériter de ses père et mère ou de ses frères et soeurs ou de tout autre parent à défaut d'héritiers de première et deuxième catégories (qui sont les enfants, père et mère, frère et soeur, conjoint survivant du défunt).

2. Exercice du commerce.

La femme majeure non mariée peut exercer le commerce sans autorisation ni des parents ni de quelqu'un d'autre. La femme mariée ne peut être commerçante sans le consentement de son mari. Dès que le consentement est acquis, elle est réputée pleinement capable pour tout ce qui concerne son négocce. Elle peut sans autorisation ester en justice.

Le retrait de l'autorisation maritale est faite ici devant un magistrat ou un notaire.

Cette situation ne peut mettre la femme à l'abri de caprices du mari comme dit ci-dessus. Le mari peut retirer l'autorisation à tout moment. Au Zaïre les femmes commerçantes se sont organisées dans une association appelée " A F E C O Z A " destinée à défendre leurs intérêts professionnels vis-à-vis de l'extérieur.

C'est cette disposition du Code civil qui régit réellement les droits judiciaires de la femme dans la société.

Si la jouissance de droits judiciaires de la femme est réelle, son exercice est conditionné que la femme ne peut valablement défendre ses droits quand bien même ils seraient gravement violés le refus du mari ou son absence étant des écueils à cet exercice.

Il a été jugé que l'absence n'est pas la simple non présence. Elle doit comporter l'impossibilité pour la femme de rapporter l'autorisation maritale alors qu'il est urgent qu'elle saisisse la justice pour défendre ses droits. (1)

La femme qui agirait en justice sans autorisation maritale se voit opposer une fin de non recevoir tendant à l'anéantissement de la procédure engagée (2).

Le nouveau code , eu maintenant cette incapacité judiciaire non seulement viole la constitution qui prône une égale liberté en justice, mais aussi assure à l'homme une suprématie justifiée par le sexe.

(1) R.J.C.B. 1956 p. 237

(2) R.J.Z. 1986 1 - 2 - 3 p. 34-35

Aujourd'hui, cette association constitue une force de frappe dans le secteur économique. Cependant, par manque d'information ou par crainte du risque, il n'existe pas encore de grandes sociétés commerciales formées entre elles en vue d'une meilleure participation au développement national.

Eu égard au fait que les femmes commerçantes constituent près de 60 % de la population commerçante et détiennent une quantité non négligeable de moyens financiers, un besoin urgent d'organisation et de gestion efficiente de ces capitaux se fait sentir. C'est l'une de mission confiée au Secrétariat à la Condition Féminine et Famille créée depuis le 08 février 1980.

2.1. L'accès au crédit.

L'accès au crédit n'est pas, en principe, interdit à la femme. La femme qui remplit toutes les conditions légales et de fortune requises peut accéder au crédit bancaire.

Il est un fait que l'homme y accède plus facilement que la femme pour la simple raison que cette dernière est nouvellement venue dans ce secteur, la coutume préférant la voir au foyer.

IV. Domaine judiciaire

L'article 16 alinéa 5/ ^{de la Constitution} édicte : " chacun a le droit de se défendre lui-même ou de se faire assister d'un défenseur de son choix ".

Cette disposition pose le principe d'égal accès de l'homme et de la femme à la justice.

Cependant, elle est contredite par le code de la famille, loi ordinaire, qui dispose que la femme ne peut ester en justice en matière civile sans l'autorisation de son mari.

C O N C L U S I O N .

" Les femmes soutiennent la moitié du Ciel " dit un proverbe chinois. La communauté internationale ayant pris conscience de cette vérité, a initié des actions en faveur de la femme dont les plus marquantes resteront l'année et la décennie de la femme (1975 - 85) ;

Au Zaïre, la création du Secrétariat chargé de la condition féminine le 8 février 1980 est le couronnement non seulement de cette prise de conscience mais aussi des efforts louables des pouvoirs publics du Zaïre en la matière.

La femme est présente dans tous les secteurs de la vie nationale et participe au développement du pays.

Cependant, l'égalité des droits n'est pas encore réelle. Si dans le domaine politique l'égalité d'accès est quasi-totale, dans le domaine de la famille et du travail, elle n'est pas encore de mise.

La dot, l'autorisation maritale, l'intervention de la famille du mari dans l'exercice de l'autorité parentale constituent autant d'entorse à l'épanouissement total de la femme considérée comme mineure en dépit des fortes responsabilités qu'on lui reconnaît.

Le droit étant intimement lié au développement d'un pays, l'élimination de toute forme de discrimination atténuante au sexe au Zaïre participera de la réelle autonomie économique et financière de la femme, et, par voie de conséquence de l'émulation à la croissance économique.

A N N E X VIII

WID GUIDELINES FOR PROJECT ANALYSES

The following sets of questions are the key ones for each of the four main stages in the project cycle : identification, design, implementation, evaluation.

WOMEN'S DIMENSION IN PROJECT IDENTIFICATION

A. ASSESSING WOMEN'S NEEDS

1. What needs and opportunities exist for increasing women's productivity and/or production?
2. What needs and opportunities exist for increasing women's access to and control of resources?
3. What needs and opportunities exist for increasing women's access to and control of benefits?
4. How do these needs and opportunities relate to the country's other general and sectoral development needs and opportunities?
5. Have women been directly consulted in identifying such needs and opportunities?

B. DEFINING GENERAL PROJECT OBJECTIVES

1. Are project objectives related to women's needs?
2. Do these objectives adequately reflect women's needs?
3. Have women participated in setting those objectives?
4. Have there been earlier efforts?
5. How has present proposal built on earlier activity?

C. IDENTIFYING POSSIBLE NEGATIVE EFFECTS

1. Might the project reduce women's access to or control of resources and benefits?
2. Might it adversely affect women's situation in some other way?
3. What will be the effects on women in the short and longer run?

WOMEN'S DIMENSION IN PROJECT DESIGN

A. PROJECT IMPACT ON WOMEN'S ACTIVITIES

1. Which of these activities (production, reproduction and maintenance, socio-political) does the project affect?
2. Is the planned component consistent with the current gender denomination for the activity?
3. If it plans to change the women's performance of that activity, (i.e. locus of activity, remunerative mode, technology, mode of activity) is this feasible, and what positive or negative effects would it have on women?
4. If it does not change it, is this a missed opportunity for women's roles in the development process?
5. How can the project design be adjusted to increase the above-mentioned positive effects, and reduce or eliminate the negative ones?

B. PROJECT IMPACT ON WOMEN'S ACCESS AND CONTROL

1. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the production of goods and services?
2. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the reproduction and maintenance of the human resources?
3. How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the sociopolitical functions?
4. What forces have been set into motion to induce further exploration of constraints and possible improvements?
5. How can the project design be adjusted to increase women's access to and control of resources and benefits?

WOMEN'S DIMENSION IN PROJECT IMPLEMENTATION

A. PERSONNEL

1. Are project personnel sufficiently aware of and sympathetic toward women's needs?
2. Are women used to deliver the goods or services to women beneficiaries?
3. Do personnel have the necessary skills to provide any special inputs required by women?
4. What training techniques will be used to develop delivery systems?
5. Are these appropriate opportunities for women to participate in project management positions?

WB

B. ORGANIZATIONAL STRUCTURES

1. Does the organizational form enhance women's access to resources?
2. Does the organization have adequate power to obtain resources needed by women from other organizations?
3. Does the organization have the institutional capability to support and protect women during the change process?

C. OPERATIONS AND LOGISTICS

1. Are the organization's delivery channels accessible to women in terms of personnel, location and timing?
2. Do control procedures exist to ensure dependable delivery of the goods and services?
3. Are there mechanisms to ensure that the project resources or benefits are not usurped by males?

D. FINANCES

1. Do funding mechanisms exist to ensure program continuity?
2. Are funding levels adequate for proposed tasks?
3. Is preferential access to resources by males avoided?
4. Is it possible to trace funds for women from allocation to delivery with a fair degree of accuracy?

E. FLEXIBILITY

1. Does the project have a management information system which will allow it to detect the effects of the operation on women?
2. Does the organization have enough flexibility to adapt its structures and operations to meet the changing or new-found situations of women?

WOMEN'S DIMENSION IN PROJECT EVALUATION

A. DATA REQUIREMENTS

1. Does the project's monitoring and evaluation system explicitly measure the project's effects on women?
2. Does it also collect data to update the Activity Analysis and the Women's Access and Control Analysis?
3. Are women involved in designating the data requirements?

B. DATA COLLECTION AND ANALYSIS

1. Are the data collected with sufficient frequency so that necessary project adjustments could be made during the project?

MP

2. Are the data fed back to project personnel and beneficiaries in an understandable form and on a timely basis to allow project adjustments?
3. Are women involved in the collection and interpretation of data?
4. Are data analyzed so as to provide guidance to the design of other projects?
5. Are key areas for WID research identified?

Source : Catherine Overholt, et al., Editors,
Gender Roles in Development Projects
Kumarian Press, 1985. (Available in the WID library)

10

ANNEX IX

Rapport sur:

L'integration de la femme
comme fermiere
de contacte
au sein du
projet 105

Mwema Mwadi KiHumba
Licenciee en Sociologie

Table des matieres**Introduction**

- I. La femme et son environnement
- II. L'identification des besoins
- III. Les problemes souleves par la femme paysanne
- IV. Les resultats du projet 105 Agricole
- V. Recommandations
 - 1. Le service de vulgarisation Agricole
 - 2. La collaboration avec les OTIG
 - 3. Le contact au niveau national
 - 4. Le contact au niveau de l'Afrique
 - 5. Dans le monde

INTRODUCTION

L'evolution de la societe est celle que l'homme seul me eput plus pretendre assumer toutes les responsabilites et jouer les divers roles, meme la ou il n'en a pas la vacation.

La femme Zairois, en particulier la maman paysanne est appelee a se manifester de plus en plus dans sa communaute, a participer au changement, au pragres de celle-ci de la maniere la plus efficace et dans les limites de ses possibilites.

La femme paysanne de l'avec du projet 105 agricole est au centre de toutes les activites de developpement par l'exercice de ses roles en matiere de production, de commerce, de conservation, d'education, etc... La connaissance de ses preoccupations aidera le projet 105 a mieux l'encadrer.

Nous avons redige ce travail en mettant un accent particulier sur le role de la femme paysanne, ses preoccupations et ce que le projet 105 pourrait faire afin d'assurer a la femme un epanouissement et une integration efficaces.

I. LA FEMME ET SON ENVIRONNEMENT

La connaissance de la femme de l'aire du projet 105 et de son environnement socio-culturel est indispensable pour une meilleure saisie de sa maniere de penser, d'agir et de parler. Parvenir a comprendre le mode de vie de la femme paysanne, constitue un atout indispensable pour le Service de Vulgarisation Agricole du projet 105 qui saura comment eveter les difficultes pour reussir sa mission sur l'integration de la femme comme fermier de contact.

La connaissance de la femme et de son environnement, nous ameme a developper trois points essentiels:

- le systeme d'appartenance,
- la deconsidération de la femme,
- le chauvinisme masculin

L'aire du projet 105 est constitue d'une population regit par le systeme patrilineaire. La societe patrilineaire reconnaît a la femme le droit a la vie en tant que membres d'une famille, d'un clan et d'une tribu.

A l'age nubile, la femme a droit au mariage, aux enfants, a la protection de sa vie, a la protection des biens de sa famille, etc...

Par la dat, la femme appartient a la famille de son mari. Elle ne peut rien posseoler rien ne lui appartient meme pas les enfants. La femme ne peut heriter les biens de son mari (en cas de deces) sans l'accord des freres du mari.

La deconsidération de la femme par l'homme ameme ce dernier (homme) a confondre ses droits et ses devoirs (de la femme).

Les devoirs de la femme deviennent de plus en plus nombreux et contraignants. De ses obligations morales decourent ses activites journalieres: faire la cuisine familiale, faire les travaux des chomps qui s'étendent facilement sur 2/3 de la journee et dont elles constituent la main-d'oeuvre quasi exclusive des champs vivriers; soigner les enfants, s'occuper des activites artisanales telles que la paterie, la vannerie, le tissage, la fabrication de vin ou de l'huile de palme, etc...

Le revenu de ces diverses activites est depense pour des besoins familiaux (nourriture, sel, savon, habillement etc...).

Les hommes se refugient derriere les croyances: "les hommes ne puissent pas de l'eau, c'est un tabou. Sinon, ils perdent leurs chances". Et pour justifier leur refus de porter des charges sur la tete, ils disent: "c'est le propre de la femme de transporter sur la tete".

Le desir des femmes d'avoir leur mat a dire, d'etre allegee de ses multiples taches, afin de participer d'une maniere active a son epanouissement ainsi que celui de sa communaute, ne peut-etre rejete par l'homme comme une simple contamination de l'emancipation de la femme occidentale qui serait inappropriee au Zaire et en particulier a la femme paysanne.

Ce desir provient d'une situation socio-economique plus large ressentie comme fondamentalement injuste.

Il y'appartient pas aux hommes de pousser et de forcer les femmes a agir. Et il ne suffit pas que les femmes parlent de leurs problemes aux hommes pour que ces derniers puissent les resoudre a leur place. Les femmes doivent depart. leurs propres efforts chercher a y apporter solution.

II. L'IDENTIFICATION DES BESOINS

L'identification des besoins de la femme paysanne exige que soient reconnus a l'avance:

- l'activite principale de la femme paysanne;
- les cultures mises en valeur par la femme paysanne;
- les differentes techniques culturales utilisees par la femme paysanne avant d'introduire les nouvelles.

WA

L'aire du projet 105 comprend la Zone de Kabongo qui est a vocation agricole. Tordes que la Zone de Bukama, la Zone de Nalemba Nkulu et la Zone de Kabalo sont fortement dominees par la peche, l'agriculture est l'activite secondaire pour la majorite de leurs habitants resident pres du fleuve Zaire, des rivieres, des lacs et des etangs poissonneux.

Dans la Zone de Bukama, la collectivite de Kabondo Dyanda, y compris les groupements de Vumbi et de Kayeye exercent l'agriculture comme activite principale, comparativement a la collectivite de KinKondyo qui est dominee par la peche.

Le manioc est la culture la plus valorisee. La femme vend son surplus agricole au marche, a la gare de Kabondo Dyando ou au grand marche de Bukama, qui est mouvemente au debut de chaque semaine. Les peuples riveriens viennent y vendre leurs produits de la peche et payer les produits agricoles et manufactures, les cultivateurs paient du poisson, etc... La population de Kayeye est parvenue avec le concours de pere Philippe a cultiver le mais sur des grandes etendues. La production est vendue au pere Philippe.

La femme de la collectivite de KinKondja dans la Zone de Bukama es celle de la collectivite de Malemba Nkulu dans la Zone de Malemba Nkulu, assistent leur mari pecheur. La femme transporte le butin de la peche. Elle doit fumer ou saler les poissons. En plus des travaux familiaux, la femme doit verser du poisson au marche.

La femme d'un pecheur n'a pas le temps de faire de l'agriculture son activite principale. A Kinkondyo, la femme s'interesse a la culture des potates douces en deux saisons. Au debut de la saison A, elle cultive les potates douces au bord du lac Kisale et elle doit les recolter avant les innondations. Elle cultive en savane durant la saison agricole B.

La femme dont le mari n'est pas pecheur, fait de l'agriculture. Elle cultive plus le manioc, dont le surplus est echange contre du poisson ou vendu au marche.

La collectivite de Nwanza Seya et celle de Badia dans la Zone de Malemba Nkulu, sont a vocation agricole. La femme cultive le manioc pour la consommation familiale et vend le surplus. Le mais cultive en foret est reserve aux hommes. La femme participe a la semi et a la recolte. Le mais est vendu par le mari. Par manque de moulin, la famille n'en consomme meme pas le tiers de la production en mais.

La femme de la Zone de Kabongo est cultivatrice. Elle cultive selon l'ordre d'importance le manioc, l'arachide, le mais, l'haricot, niebe et epustaches. Elle passe la moitie de sa journee au champ et cultive sur des vastes etendues de manioc associe a d'autres cultures. La femme de Kabongo tente de semer au milieu

du champ de manioc des tomates, des oignons, des aubergines, des courages, etc. Les potates douces sont semees sur les limites du champ. Le mais et le riz sont cultives foret par le mari et la femme participe a la semi et a la recolte. Le mari aide aussi la femme dans le champ de la savane, a la au deboisement, defrechage et a la semi et quelques fois a l'entretien.

Les femmes du chef lieu de la Zone de Kabalo cultivent le riz de marais. elles ont des parcelles pres du fleuve Zaire au des marais sur esquelles elles cultivent chaque annee. La femme du groupement de Katompe-Kakuyu, celles de la localite de Kyalo et de Kadima sont des cultivatrices. Elles cultivent le manioc en association avec l'arachide et le niebe.

Dans tour l'aire du projet 105, la culture du maix est reserve aux hommes et est cultive sur des grandes etendues en foret. La femme qui ne peut abattre les grands arbres, cultive en savane ou le mais ne donne pas une bonne production. Les difficultes de pilex le mais a la main font que la femme attache plus d'importance a la culture de manioc qui ne contient que de l'amidon. Le mais est devenu a cause de ses exigences, une culture commerciale.

Il appartient au Service de Vulgarisation Agricole du projet 105, d'intorduire les cultures riches en proteine qui permettront aux femmes habitant les localites despouriries des poissons ou viande (celles de la Zone de Kabongo, Kakuyu etc...) de completer leur alimentation. A Kinkondja, les femmes ont chaque jour du poisson, mais manquent des legumes indispensables pour l'organisme. La femme paysanne avec l'assistance du projet 105, doit d'abord parvenir a cultiver les produits dont elle a besoin et necessaire pour son organisme, avant de cultiver pour la commercialisation.

Le Service de Vulgarisation Agricole voudrait amener la femme paysanne a utiliser les nouvelles techniques culturales jugees plus rationnelles. Maix, l'introduction des techniques culturales modernes exige que soient reconnues les anciennes. Ce qui importe, c'est de savoir comment concilier le systeme culturale ancien, au nouveau systeme ou arriver a le depasser. Il est important de parvenir a savoir:

- pourquoi la femme cultive loin du village;
- pourquoi associe-t-elle les cultures;
- pourquoi pratique-t-elle le systeme de buttes;
- pourquoi pratique-t-elle le systeme de jachere et de rotation des cultures;
- pourquoi la regularite des feux de brousse durant chaque saison seche, alors que detruisant la nature et la fertilité du sol.

Autant des questions qui meritent d'etre eclaircies pour une meilleure apprehension et collaboration avec la femme paysanne.

Etant a la recherche des terres fertiles, la femme paysanne est contrainte de faire chaque jour plus de huit Kilometres de marche avant d'atteindre son champ. L'association des cultures permet de recolter un peu de tout sur une petite par celle (manioc, arachide etc...). Le systeme de buttes facilite la croissance des cultures. La fertilisation du sol est assuree grace a l'application du system de rotation et de jachere. Les feux de brousse entraîne l'improductivite du sol. D'où la recherche des champs forestiers juges plus fertiles.

III. LES PROBLEMES SOULEVES PAR LA FEMME PAYSANNE

Les problemes souleves par la femme paysanne sont de divers ordres, nous les regroupons comme suit:

1. - les problemes socio-culturels;
2. - les problemes economiques;
3. - les problemes d'ordre agricole;
4. - les problemes ayant trait a l'encadrement.

1. En milieu rural, la femme travaille habituellement 12 a 15 heures par jour. Ces travaux abondants sont accomplis dans des conditions penibles (charges a porter, distance a parcourir, etats de faiblesse...). Toute la charge familiale pese sur la femme. Elle doit faire les travaux des champs qui occupent le 2/3 de sa journee pour la femme cultivatrice, approvisionner la famille en eau, en bois, preparer les produits agricoles, le repas; veiller aux soins et surveillance des enfants, l'hygiene et l'entretien de l'habitation, lessiver, aide au mari (cueillette et transport des recoltes, participer a la construction des maisons, des greniers), soigner et surveiller le petit betail, effectuer le commerce du surplus de la production, artisanat, garder les parents pouvres au malades. Autant des taches qui empêchent la femme paysanne de participer activement aux seances d'anumation rurale, alors que jouant un role important pour son epanouissement.

Une femme enceinte n'a pas de repas. Elle n'est pas au courant de l'evolution normale de l'embryon par manque de centre de sante et des consultations prenatales. Elle travaille meme la veille de son accouchement. Ce qui explique les cas de fausses couches ou d'accouchements precoces.

Le chef-lieu de la Zone de Malemba Nkulu, le chef-lieu de la Zone de Kabongo et celui de la Zone de Kabongo sont approvisionner d'une moniere non reguliere par la REGIDESO en eau potable. Le reste de la population de l'aire du projet 105 boit l'eau de puits, des rivieres au lacs est polluee par des substances chimiques et les effets undesirables qui influencent sa patabilite. L'insuffisance de l'eau en quantite et en qualite est responsable de l'état de sante unsatisfaisant et constitue un handicap pour la

femme qui doit parcourir 3 kilometres ou plus avec un bassin d'eau sur la tete.

Le manque de moulin, entraîne la négligence de la farine de mais riche en protéine au profit de celle de manioc facile à pilier qui ne contient que de l'amidon. Comparativement au manioc, le mais est difficile à pilier et exige plus d'énergie.

2. Afin de pouvoir se procurer les produits manufacturés, la femme paysanne vend son surplus agricole. C'est elle qui assure la conservation des semences que des produits à consommer. La commercialisation du surplus agricole exige que soit transporter les produits sur la tête jusqu'au lieu de vente (marché ou gare). Le vélo est souvent utilisé par l'homme. La femme doit effectuer 7 ou plus de 50 kilomètres, sait deux jours de marche pour atteindre le marché ou la gare. Ajouter à ce trajet, le transport de la récolte du champ jusqu'au lieu de stockage. La rareté des opérateurs économiques dans les localités situées loin du chemin de fer SNCZ (Société Nationale des Chemins de fer Zairois) est source de découragement et du rabais des prix. La femme paysanne ne bénéficie pas d'une manière équitable du fruit de son travail.

Par exemple, à Kamungu dans la Zone de Kabongo, 6 carottes de manioc sont vendu à 50Z, alors qu'un verre de sucre est acheté à Z100,00 (Zaires cent) et un cube de savon talatala revient à Z65,00 (Zaires soixante-cinq). Un sac de maïs de 100 kilogrammes est vendu à Z1.800,00 (Zaires mille huit cents) ou Z2.000,00 (Zaires deux milles), alors qu'une pièce de pagne de manque emprecco revient à Z6.000,00 (Zaires six milles) ou Z7.000,00 (Zaires sept milles). La femme paysanne ne pouvant payer les trois pagnes qui constituent une pièce, est contrainte de s'acheter un pague et d'attendre la prochaine récolte de manioc pour s'en procurer une autre (pague).

Tres souvent, la pièce de pagnes est payée avec la contribution du revenu du mari. Le revenu de la femme paysanne dans les foyers, où règnent l'entente est plus utilisée à l'achat des besoins familiaux (sel, savon, sucre, ustensiles de cuisine, habits pour enfants etc...). Le revenu de la femme paysanne est faible par rapport à l'énergie fourni pour les travaux de champs. Ce revenu ne lui permet pas de satisfaire ses besoins prioritaires.

3. Les techniques culturales, les instruments aratoires utilisés par la femme paysanne sont rudimentaires, les semences sont dégénérées et entraînent une faible production. La femme est prêtes à utiliser les semences améliorées et les nouvelles techniques culturales. Mais la femme voudrait avoir des cultures maraîchères, des cultures riches en protéines (arachide, soya, haricot etc...) et pose, le problème de la mécanisation de l'agriculture départ l'usage du tracteur, de la traction bovine.

Le systeme de stockage construit par l'homme avec l'assistance de la femme est rudimentaire et ne permet pas de conserver la production au dela de six mais. Le mais de la compagne agricole 1987-88 maisi dans les greniers par manque d'acheteurs. Les mais sont atteints d'insectes, d'eaux de pluie, vu l'état des greniers dans lesquels ils sont stockés. La construction d'entrepot est bénéfique pour la femme paysanne et pour toute la population paysanne de l'aire du projet 105.

4. La femme paysanne préfère être régulièrement visitée, motivée par un personnel féminin du projet 105 à qui elle peut exposer sans gêne ses difficultés et chercher ensemble des solutions. Ce personnel féminin appuiera l'action de l'argent masculin du Service de Vulgarisation Agricole. La femme est prête à sortir de sa situation de marginolisation et parvenir comme l'homme à participer aux séances de formation qui seront ultérieurement organisées par le projet 105 agricole.

De ce fait, la maman paysanne voudrait être allégée de ses tâches quotidiennes par: l'obtention ou l'installation des moulins à manioc et mais, des pompes d'adduction d'eau et tant d'autres infrastructures susceptibles de lui (la femme paysanne) décharger d'une partie de ses travaux journaliers afin de lui permettre de se consacrer à l'épanouissement de sa personnalité.

IV. LES RESULTATS DU PROJET 105 AGRICOLE

Les résultats du projet 105 agricole, nous les évaluons à double niveau:

- les efforts spécifiques fournis par les agents du projet 105 dans le processus d'intégration de la femme;
- la formation du personnel du Service de Vulgarisation Agricole.

Les agents du Service de Vulgarisation Agricole se sont rendus compte du rôle de la femme en milieu rural, pourtant marginalisée, alors que c'est sur elle que pèse tous les poids journaliers.

Tres vite, deux femmes de niveaux d'études A2, une agronome, l'autre pédagogue ont été engagées comme vulgarisatrices. Toutes deux parlent le Kiluba, l'arme indispensable pour être acceptées et communiquer dans leur du projet 105. L'agronome est à Nalembo Nkulu et la pédagogue est en formation à Nyembo. Le projet 105 agricole envisage engager au total 15 femmes parlant Kiluba pour renforcer le processus d'encadrement des femmes paysannes. Quinze volontaires corps de la paix sont en formation au Bukavu et apprennent le Kiluba. Parmi ces volontaires, il y a des femmes.

Huit mois après notre enquête avec Diane Russell sur les possibilités d'intégrer la femme comme fermière de contact, dans plusieurs localités de l'aire du projet 105, des fermières de

contact collaborent avec l'agent vulgarisateur et prennent de plus en plus conscience du role qu'elles ont a jouer dans leur milieu. Les agents du Service de Vulgarisation Agricole sont parees de la sensibilisation a l'action. Des champs de demonstration ont ete realises. A Kitenge, Kambo, Katambo, Nyembo dans la Zone de Kabongo, des champs de demonstration de mais sont semes, malgre l'irregularite des pluies.

Les agronomes n'ayant pas encore travaille comme vulgarisateurs dans un projet, ont ete envoyees a Vivasi dans la Region de Bandundu, en formation d'une semaine. Un seminaire de formation d'une semaine a ete organise au Centre de Nyembo au mois de juillet 1988.

Ce seminaire avait pour but d'amener l'agent vulgarisateur a connaitre son role, ses obligations pour mieux reussir sa tache. Au cours de ce seminaire, le personnel du projet 105 ont saisi les objectifs et l'importance du projet Shaba Central ou projet 105.

Un accent particulier a ete mis sur l'encadrement de la femme paysanne moteur du developpement agricole. Car, le travail de la femme paysanne constitue un goulot d'etanglement du developpement agricole qui depend presqu'entierement d'elle (la femme).

V. RECOMMENDATIONS

Afin de rendre positif l'integration de la femme paysanne et sa collaboration avec le Service de Vulgarisation Agricole du projet 105, il importe de tenir compte des elements suivants:

- 1 - le role du Service de Vulgarisation Agricole;
- 2 - la collaboration avec les ONG (Organisations Non Gouvernementales) locales;
- 3 - le contact avec les associations feminines nationales;
- 4 - le contact avec les associations feminines africaines;
- 5 - le contact avec les associations feminines mondiales.

1. LE SERVICE DE VULGARISATION AGRICOLE

Trois points essentiels sur lesquels le Service de Vulgarisation Agricole peut baser son action:

- le dialogue,
- le choix des fermiers de contact,
- l'uniformite des calendriers agricoles.

Le dialogue est l'arme indispensable pour un vulgarisateur. Le dialogue ne peut-etre rendu attrayant que grace a l'usage de la langue de la personne a encadrer qui est la femme paysanne. La femme paysanne n'est pas ignorante, l'agent vulgarisateur a tout enteret a apprendre d'elle les techniques culturales traditionnelles avant de lui montrer l'importance et la necessite

des nouvelles techniques. L'usage du Kiluba se revele important pour un vulgarisateur et lui permettra avec facilite d'expliquer la primate des techniques modernes et des semences amebores.

La reussite de l'action du vulgarisateur exige, qu'il recourt a des fermieres de contact qui doivent etre dynamiques, influantes, sociables, aptes et capables de se comporter en agents catalyseurs, responsables du role qu'elles doivent jouer dans la localite au benefice de toutes les femmes desireuses d'ameborer leurs conditions de vie economique et sociale. Les fermieres de contact doivent etre choisies avec le concours de toutes les femmes du village et des responsables de differentes communantes religieuses et des chefs de localite.

La reputation de la femme dans le village, son sens de devouement pour les autres, son dynamisme sont des criteres importants de selection des fermieres de contact. Car, la fermiere de contact doit se comporter en leadership et non en un agent intermediaire entre le vulgarisateur et les autres femmes du village. Elle doit etre capable de suivre le calendrier agricole elabore de commun accord avec le vulgarisateur de se rendre compte de l'efficacite des taches assumees par la fermiere de contact.

Le systeme d'information et de formation sera centre sur deux niveaux essentiels:

- 1 - au niveau du village, la formation sera theorique par des reunions et des enseignements;
- 2 - au niveau du champ collectif ou individuel (choisi par les fermieres de contact, selon le calendrier agricole elabore), l'information et la formation seront pratiques basees sur des demonstrations et des essais.

Le vulgarisateur doit etre tenu informe de tout ce qui sera execute sous la supervision des fermieres de contact. Le vulgarisateur visitera selon, le calendrier pre-establi les differents champs de demonstration realises (par les fermieres de contact) afin d'évaluer le resultat et de se rendre compte du degre de transmission des connaissances par les fermieres de contact et de celui de leur acquisition par toutes les femmes du village.

La premiere phase est plus pratique que theorique. Cette phase sera renforcee par la deuxième phase effectuee par une equipe d'assistants sociaux du Service de Vulgarisation Agricole. Cette equipe interdisciplinaire, aura un calendrier de travail conforme a celui du vulgarisateur ou agronome.

Les assistants sociaux executeront leur tache en trois phases:

- 1 - les assistants sociaux tenteront par des reunions au niveau du village par des conseils et grace a un dialogue franc et ouvert a appuyer l'action de l'agronome;

- 2 - au niveau du Centre de Nyembo, l'information et la formation seront transmises d'une maniere theorique "type de college", basee sur des cours simplifies qui n'exclus pas les analphabetes; elles seront concretisees par des films, des diapositives, des photos, des affiches, etc...
- 3 - la formation et l'information seront pratiques , par des seances de demonstration des visites, des observations des champs de multiplication et d'experimentation du Centre de Nyembo.

Il se pose un probleme de l'infrastructure d'accueil et materielle. Cette formation sera par equipe des fermieres de contact selon le programme qui sera etable au Centre de Nyembo.

Partant du rapport elabore par les assistants sociaux, le bureau d'etudes et evaluer pourra etre a mesure d'intensifier ou de reajuster certaines strategies, apres enquete et evaluation des activites du Service de Vulgarisation Agricole envers la masse feminine.

2. LA COLLABORATION AVEC LES ONG

La collaboration avec les Organisations Non Gouvernementales (ONG) qui tentent d'encadrer la femme s'avere indispensable pour une action efficace.

Le Groupe Technique d'Encadrement Regional (GTER/Shaba) est un organisme qui reflechit et cherche des solutions aux problemes de developpement communautaire de la Region du Shaba. Il est attache a l'Eglise du Christ au Zaire (ECZ). Le GTER a un service charge des oeuvres feminines qui reflechit et tente d'adopter des strategies ultimes a la liberation de la femme chretienne et de toute la communante. Ce groupe GTER est mieux indique pour collaborer avec le projet 105 dans le cadre de l'épanouissement de la femme.

Les mamans Kipendano de la communante Methodiste-Unie sont encadres par le GTER/Shaba qui a ses rayons d'action au niveau des differentes communantes protestantes et paroisses.

Les mamans de la communante catholique, peuvent etre atteinte a travers les differents groupes paroissiaux (Region de Marie, jima etc...) et les differentes congregation des religieuses, les soeurs carmelites de Kabongo, les soeurs franciscaines de Lenge qui ont l'agriculture comme activite principale. Dans chaque Zone ou collectivite de l'aire du projet 105, il y a des religieuses qui peuvent etre contactees et qui grace a leur collaboration l'action de vulgarisation serait efficace.

3. LE CONTACT AU NIVEAU NATIONAL

D'une maniere logique, il s'agit de voir et analyser la procedure suivre par certaines associations feminines et centres de vulgarisation agricole, qui se sont depasses malgre les difficultes que connaît le Zaire:

- le centre feminin du Kivu,
- le centre du Kasai Occidental.

La Region du Kivu est la mieux indiguee au niveau national. La citoyenne Zta Kavungirwa Kayange, psychologue de formation, anime l'UWAKI (Umoja wa Wanawake wa Kilima wa Kivu ou la Federation des Paysannes du Kivu).

C'est une organisation non gouvernementale de et pour les femmes paysannes rurales. Elle regroupe 5.000 femmes unies. Elle est attachee a la "Solidarite paysanne" qui est l'union de toutes les associations villageoises et cooperatives du Kivu. Son siege social est a Bukavu.

Dans la Region du Kasai Occidental, la citoyenne Ndaya est parvenue a sensibiliser et encadrer les jeunes veuves abandonnees, meres de nombreux enfants. La citoyenne Ndaya est assistante sociale de formation. Elle vient de compiler un "mini-repertoire du social au Kasai Occidental, en particulier dans la ville de Kananga, comprenant quelques dizaines d'initiatives sociales non gouvernementales. Avec le temps, ces initiatives pourront arriver a des liens de collaboration et de developpement integral.

4. LE CONTACT AU NIVEAU DU MONDE

Au Burundi, un centre de formation des femmes en techniques culturales et nouvelles methodes de production agricole a ete cree. Et l'Union des femmes burundaises a obtenu l'ouverture d'un Institut des Techniques Agricoles (I.T.A.B) pour les filles. Les diplomees sont employees a des projets agricoles ou bien encore a des plantations diverses. Donc, beaucoup de possibilites d'integration de la femme y existent.

L'association villageoise diala en casamance de Djinakry a Dakar au Senegal, creee depuis 1958 grace aux conseils, a l'animation, a l'appui d'un instituteur dynamique d'origine beninoise. Cette association a un jardin collectif, un moulin a riz, un poulailler collectif, une case de sante-maternite et appuie son action par une formation intensifiee.

Au Burkina Faso, dans le groupement de Bogoya au Yantenga, dans un village de 3.000 habitants situe a 8 kilometres environ du Nord-Est de Ouahigouya, un groupement feminin existe depuis les années 1974-1975.

Ses activites sont reparties en trois categories:

- les activites d'hivernage: culture de cereales dans un champ collectif plus le reboisement;
- les activites de morte-saison: cultures maraicheres: chou, oignon, haricot vert..., construction des sites anti-erosifs sur les terres collectives et sur les lopins individuelles, petit elevage (volaille);
- les activites permanentes: causeries sur l'hygiene et les probleme nutritionnels des enfants, gestion d'une banque de cereales et d'un moulin a grains.

Ce sont les femmes qui assurent le fonctionnement de ce moulin, la construction et la vulgarisation de foyers ameliores en conformite avec la politique en cours, realisation de fosses fumieres.

Le groupement fonctionne bien, ses actions ont ete couronnees de succes et un premier prix acquis a Yamoussokoro dans le cadre du concours du "Meilleur Producteur" prix attribue par le conseil de l'Entente, en 1985 (1 million de francs CFA).

5. Dans le Monde

Afin de parvenir a mieux organiser la fonction de la femme paysanne, les experiences des Etats-Unis d'Amérique sur le processus d'integration de la femme dans le developpement pourront aider les agents feminins des Services de Vulgarisation et d'etudes du projet 105, grace a une formation specialisee et appropriee a reajuster les strategies d'encadrement et d'animation rurale.

A N N E X X

"U. WA. KI."

Umoja wa Wanawake Wakulima wa Kivu
B.P. 2327 - Bukavu/Zaire

DISCOURS DE MAMAN MALILO AU SEMINAIRE DE LA
CONDITION FEMININE, LE 12 FEVRIER 1986 A BANDARI

(Maman Malilo is a farmer from Bukavu. Her talk was translated from Kiswahili by Solidarité Paysanne)

Je suis très heureuse aujourd'hui de prendre la parole devant vous. Ma joie est d'autant plus grande que nous avons longtemps été considérées comme des enfants incapables de se diriger et n'ayant pas voix au chapitre sur les grands débats qui engagent l'avenir socio-économique du pays. Mais telles que vous voilà réunies, belles, fraîches et disposées pour traiter du problème de l'émancipation de la femme, il ne fait plus l'ombre d'un doute que la femme d'aujourd'hui n'est plus celle d'hier.

Mais permettez-moi, avant de continuer, de m'adresser à vous debout afin de faire un meilleur usage de mon souffle. Je m'appelle MALILO ANGASA et j'ai l'insigne honneur de vous parler ce matin de l'U.WA.KI. L'UWAKI (Union des Femmes du Kivu) a été créée par les femmes paysannes sous l'instigation de Solidarité Paysanne. Tout a commencé à Uvira quand, pour mettre un terme à l'absentéisme caractérisé de la femme à toutes les rencontres des coopérateurs ruraux, Solidarité Paysanne lança des invitations aux femmes paysannes à venir siéger à une de ses réunions avec les organisations paysannes à Uvira.

Appelées à parler de leurs conditions de travail, les femmes firent état d'une servitude ménagère harassante et de lourds travaux champêtres dont elles sont quotidiennement accablées. Voilà comment se déroule généralement la journée d'une paysanne. réveil à 5 heures et mise en ordre de la couchette conjugale, préparation d'un petit plat matinal à emporter à la plantation pour la collation de midi. Puis on fait de la propreté aux alentours de la case familiale. A 7 heures, c'est le départ pour la plantation souvent distante de deux heures de marche de la maison.

Le mari, quand il lui agrée de faire un pas de conduite à sa femme, se contente de marcher derrière elle, les bras ballants. A charge pour la femme de jouer le rôle de porteur d'outils aratoires.

(33)

Quand on arrive sur la plantation, il est souvent plus de 8 heures. Commence alors pour la femme les durs labeurs de labour ou de sarclage sous un soleil torride cependant que l'homme prend ses aises étendu à l'ombre d'un arbre. Fin des travaux à 14 heures. Mais ce n'est pas tout, il faut encore ramasser du bois de chauffage et cueillir les feuilles de manioc. Pendant ce temps, l'homme ne cesse de manifester bruyamment son impatience de rentrer à la maison.

Le ramassage et la cueillette terminés, on est en présence d'un sacré fardeau à coltiner ou à transporter sur la tête en sus de l'enfant, quand on en a un. Et pendant que sur le chemin du retour la femme recrue de fatigue achève de s'esquinter la santé comme un porte-faix, l'homme libre de toute charge marche derrière elle, d'un pas de flâneur. Il n'est pas rare qu'il estime que la femme marche trop lentement à son gré. Et de l'exhorter de lever les pieds avec plus de vigueur.

Puis, c'est l'arrivée cahin-caha à la maison qui est loin d'être un havre de paix pour la paysanne. Car il faut encore aller chercher l'eau de ménage à la source, à un ou deux kilomètres environ, avant de faire la cuisine. L'homme doit manger. Et il y a les enfants toujours contraints de sauter le repas de midi et dont le ventre crie famine. Il faut prendre sur soi. Exténuée, mouillée jusqu'aux os, on active le feu. Les yeux rougis pleurent irrités par la fumée.

Une fois la marmite de sombe mise à mijoter sur le feu, les mêmes mains endolories et couvertes d'ampoules qui ont servi à couper le bois et à piler du sombe doivent encore écraser le manioc pour faire de la farine. Quand le repas est prêt à 18 heures, les enfants alanguis croulent de sommeil. Fatiguée, on mange soi-même du bout des lèvres. Le repas à peine terminé, on tombe de sommeil sur le lit, parfois sans avoir le temps de faire la toilette du corps. On n'a même pas le temps de se prêter aux avances de l'homme.

Et oui, vos soeurs à la campagne ont perdu jusqu'au goût de la coquetterie. Abruties de travail, elles ne trouvent pas le temps nécessaire pour s'occuper de leurs personnes et de leurs toilettes. Les hommes se détournent de leurs épouses pour chercher les femmes de la ville parce qu'elles sont plus propres.

Qui plus est, l'idée que les hommes se font de leurs épouses à la campagne n'est pas des plus réjouissantes. Au Citoyen Lumbi qui leur demandait de lui dire ce qu'ils attendaient de leurs épouses, les hommes répondirent que s'ils avaient consenti à verser une dot souvent considérable aux parents de leurs femmes, c'est pour être servis.

La situation était sérieuse; il fallait s'organiser pour faire front. Les 14 comités de femmes présents à la rencontre décidèrent de s'unir pour fonder l'UWAKI qui devait s'occuper de la défense des intérêts des paysannes. Je fut choisie comme présidente de

l'association. Mais il fallait un programme d'action. Et il était tout trouvé. Il n'était que de se référer aux doléances des femmes en définissant des priorités.

1. Il fallait d'abord, de l'avis unanime des femmes, mettre un terme aux travaux de pillage symbole de la servitude de la femme en implantant des moulins dans les villages.
2. Le problème de l'approvisionnement en eau potable a ensuite retenu l'attention des femmes. Il faut en finir avec la corvée d'eau en procédant à de petites et grandes adductions d'eau en milieu rural.
3. Il y a aussi le problème d'approvisionnement et d'écoulement des produits vivriers sur le marché. La plupart des localités ne connaissent qu'un seul jour de marché, force est pour nombre de paysannes de porter des charges excessives sur de longs parcours, lors même qu'elles sont en état de grossesse, pour pouvoir écouler le maximum de produits afin de se ravitailler pour toute une semaine. Il nous faut de petites boutiques pour s'approvisionner.
4. L'analphabétisation est un autre grand problème qui préoccupe les femmes dans les villages. En effet, la quasi totalité des femmes paysannes est illétrée et sans aucune formation. Nombreuses sont celles qui ne savent même pas relier une chaussette. Certaines, comme moi qui vous parle, sont à peine capable de lire la moindre des missives en Swahili. Il faut organiser des cours d'alphanétisation pour adultes.
5. Il y a également le problème de lourds travaux qui sont le lot de la femme paysanne, quelque soit le temps ou l'état où elle se trouve. En cas de grossesse par exemple, la paysanne doit travailler dur et sans relâche jusqu'à l'approche de la maternité.

Il ne faut donc pas s'étonner devant de nombreux accouchements difficiles et de la mortalité infantile galopante qui en découle. Des cas de femmes accouchant en plein champ et loin de toute assistance sont légion chez nous. Il faut des centres de santé et une assistance médicale pour convaincre la femme de se reposer pendant la période de grossesse.

6. Il y a enfin la question difficile de la garde des enfants. Le travail agricole est très exigeant et il se déroule souvent dans des conditions sanitaires très relatives. Or les paysannes sont toujours obligées

- 13 -

d'emporter leurs enfants au champ qu'elles déposent au hasard à l'ombre d'un arbre à portée des serpents et autres insectes nuisibles. Que d'accidents et de brûlures graves ne déplorent-on pas faute de surveillance des enfants. Il nous faut des garderies d'enfants pour nous permettre de vaquer tranquillement à nos occupations champêtres.

Mais revenons au travail de pillage dont la fin a été définie comme une urgence par les femmes. en effet, il fallait acheter des moulins. On s'informa sur le prix d'un moulin et on s'entendit répondre qu'un moulin coûtait z. 130.000 environ. Qu'à cela ne tienne se dirent les femmes. et de se cotiser en nature, qui un panier de manioc, qui deux qu'on chargea Solidarité Paysanne d'écouler sur le marché. Le produit de la vente une fois rassemblé, on était encore loin du compte des z. 130.000.

Les femmes allèrent se lamenter à Solidarité Paysanne qui convoqua une réunion où il fut décidé à l'unanimité que les moulins doivent être la propriété des comités de femmes qui seront chargées de la gestion et de la maintenance dans les villages. Pour ce faire, il fallait donc que chaque comité de femmes contribue pour z. 25.000 à l'acquisition des moulins. Cette somme modique et symbolique devait alimenter une caisse commune à l'UWAKI pour faciliter les démarches nécessaires à la recherche des financements ainsi que les déplacements des animatrices chargées de la campagne moulins.

Voilà pour l'UWAKI qui reste une organisation à caractère permissif largement ouverte à toute personne de sexe féminin appartenant à la famille rurale dans la région du Kivu. A vous, chères Mamans, je redis encore ma joie de vous voir réunies pour traiter de la question de l'émancipation de la femme. Je profite aussi de cette heureuse occasion pour lancer un appel à toutes celles d'entre vous qui sont sensibles au sort de la femme paysanne activement pour la libération de la femme dans le milieu rural.

Il y a parmi vous des autorités, des gens aisés et des commercantes; qu'elles usent de leur pouvoir et de leurs moyens pour venir objectivement en aide à leurs soeurs de la campagne pour qu'elles soient aussi bien portantes, belles et un peu maîtresse de leur destin telles que vous voilà. L'émancipation de la femme Zairoise est à ce prix.

133